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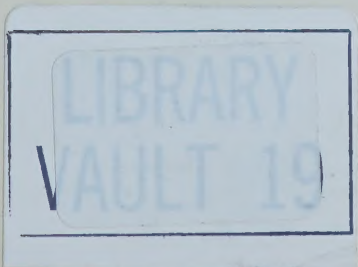
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Manpower Development in Alberta - Report
of the Task Force on Improvements 2



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REPORT OF THE TASK FORCE ON MANPOWER TRAINING & RETRAINING



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MANPOWER DEVELOPMENT IN ALBERTA

REPORT OF

THE TASK FORCE ON

IMPROVEMENTS IN MANPOWER TRAINING AND RETRAINING

Chairman - Mr. Cal Lee, M.L.A., Calgary-McKnight

Members - Mrs. Catherine Chichak, M.L.A., Edmonton Norwood
Mr. Julian Koziak, M.L.A., Edmonton Strathcona
Mr. Bill Purdy, M.L.A., Stony Plain

April, 1973.

TABLE OF CONTENTS

	Page
Terms of Reference and Task Force Activities	
Manpower Development - Some General Considerations	1
<u>Chapter</u>	
I. Administrative Framework for Manpower Development	5
II. Continuing Education in Manpower Development	20
III. The Role of Post-Secondary Institutions in Manpower Development	37
IV. Industry-Based Involvements in Manpower Development	43
V. Seasonal and Ad Hoc Programs of Manpower Development	54
VI. Federal-Provincial Involvements in Manpower Development	62
VII. Manpower Development for the Disadvantaged	79
VIII. Financial Assistance in Manpower Development	89
Recommendations	98
Bibliography	115

The Task Force on Manpower Training and Retraining was established by the Government of Alberta in November, 1971, under the chairmanship of Mr. Cal Lee, M.L.A., Calgary-McKnight. Other members appointed were Mrs. Catherine Chichak, M.L.A., Edmonton Norwood; Mr. Julian Koziak, M.L.A., Edmonton Strathcona; and Mr. Bill Purdy, M.L.A., Stony Plain. The Task Force was to report on an ongoing basis to Dr. A. E. Hohol, Minister of Manpower and Labour, and to present a final report in the Spring of 1973.

The Committee was directed to examine present programs, policies, and legislation relating to manpower training and retraining programs at both the provincial and federal levels of government, and to present recommendations to the Alberta Government regarding this evaluation.

In responding to this responsibility, the Task Force undertook the following activities:

- (1) Establishment of a Task Force office in Calgary (November, 1971)
- (2) Meetings and discussions with public officials in both federal and provincial jurisdictions
- (3) Invitations for submissions and briefs through advertisements in all Alberta daily and local newspapers (February, 1972)
- (4) A search and evaluation of related literature
- (5) Public hearings in Calgary and Edmonton (September 8th and 9th, 1972)
- (6) Regular reports and proposals to the Minister of Manpower and Labour throughout the term of Task Force deliberations
- (7) Extensive meetings and discussions with private individuals and groups.



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MANPOWER DEVELOPMENT - SOME GENERAL CONSIDERATIONS

Any development of manpower policies must be based on certain principles and objectives. To develop programs of specific policy and legislative change in the area of Manpower Training and Retraining, the following are such considerations in this study:

A. Training and Education

Manpower Training and Retraining has been operationally defined, especially within the last decade, as the development of job skills directed toward increasing trainee employability. This definition is the one utilized and perpetuated through the Adult Occupational Training Act of 1967 establishing federal involvements in short-term academic upgrading and pre-employment training within provinces throughout Canada. Under this distinction, training and retraining programming focuses on specific areas of apprenticeship, industry-based training, vocational rehabilitation, academic upgrading, and institutional training. Within Alberta the operational expression of this view of training and retraining is observed in the administration of Alberta Vocational Centres, where this upgrading and training are presented within the 52-week time frame dictated by provincial-federal agreements, as administered by the Federal Department of Manpower and Immigration.

However, this definition is an inadequate one. In practice, it makes a distinction between training and education - a separation of training from the larger field of education - which is an artificial, if not impossible, differentiation. However, this separation has occurred both in the planning and administration of vocational education in Alberta; therefore, in any further manpower development programs, integration must occur between these two concepts of training and education.

Although, in the past, training and vocational education have been treated rather loosely as pre-employment training, in the future the concept of training must be expanded to cover activities of a training, retraining, updating, and upgrading nature from pre-employment levels through to professional upgrading. This would mean, then, that in speaking of manpower development we should develop programs in the range from the pre-employment trade through to the post-graduate university levels of career preparation.

B. Administrative Considerations

In an administrative sense, much of the authority and responsibility for manpower development to this point has been proliferated throughout various departments of federal and provincial responsibility.

In relating to the aspects of manpower development one might distinguish between the planning and the implementation stages. In the past most program implementation has occurred through a loose framework of policy and legislation. The establishment of a Manpower Division implies that this planning might best occur within Manpower and Labour with actual program implementations conducted in other provincial departments, especially the Department of Advanced Education in a training sense.

Any program of manpower development must also consider aspects of financial assistance for trainees or those who are receiving the education. Present systems of financial assistance are spread through various departments of provincial and federal jurisdictions. More integration must also occur in this area, along with certain shifts in financial assistance policies.

C. Components of Manpower Development

Training and education are, in turn, part of a larger picture - that of manpower development. The development of a manpower force and a manpower policy within a province depends upon a number of components, including progressive labour legislation and industrial relations; adequate research and planning bodies; an efficient placement and mobility service; data collection and information dispersal; career planning assistance; special employment programs; and liaison and negotiative activities. Training and retraining, itself a vital and integral part of manpower development, is dependent upon these other aspects. Without recognition of this interrelation, reforms of training and education programs can only continue to be stop-gap, piece-meal measures.

D. Decentralization of Authority and Responsibility

With the involvement of government in programs, centralization of authority is a constant possibility. However, in order for programs of training and manpower development to effectively function in a more flexible manner, with emphasis on individual trainee needs, there must be a more extensive decentralization of both responsibility and authority to the implementation level. Thus, decisions

regarding such aspects as curriculum planning, program evaluation, and financial assistance should be conducted at the institutional or, at least, regional level of authority.

As a complement to this rationale, a more extensive, integrated regionalization of functions related to manpower development and training must be initiated.

E. Program Flexibility

In order to function effectively, programs of manpower development must allow for a maximum flexibility. This must not only be accepted as a rationale, but planned for at all stages of manpower development programming, perhaps to the extent of developing ad hoc forms of administration as a replacement or complement to traditional bureaucratic models.

F. Program Integration

Increased integration of now separable training programs must be established to allow, in a career-ladder sense, transferability of credit from one program of training to another and from one level of training to another. This implies that an individual should be able to initially undertake a short-term program and later plug this into a more extensive diploma, technology or degree course of studies.

G. Continuing Education and Manpower Development

In the planning and implementation of manpower development programs, lifelong continuing education models of implementation must be established. This involves changes both at the institutional, governmental and industrial level to implement programs which would allow training, retraining, upgrading, and updating without radically postponed or interrupted employment.

This further implies that a more modular preparation and delivery of curriculum must occur, allowing for blocks of training offered within a more flexible time and location framework.

H. Private-Public Involvements

Programs of manpower development must provide for a co-operative liaison between the public and the private sector, allowing for a balance of responsibility between each. In the past, in Alberta,

there has been an over-emphasis on governmental and institutional initiatives in manpower development. In the future it would not only be expedient, but essential, that the private sector be involved more extensively in manpower training and retraining within an integrated system of co-operation between public and private concerns.

More involvement must also be established between all shareholders in manpower development with a more flexible liaison and co-operation between occupational and professional associations, post-secondary institutions, labour organizations, departments of government, and other agencies involved in training and education.

I. Provincial-Federal Roles

During the 1960's there was an increasing emphasis of the federal role within programs of manpower development. Now the Province of Alberta must take a more dominant responsibility for manpower development, with the federal level acting more in a supplementary, co-operative role. As mentioned, training and education are not distinctive, separable activities and with education designated constitutionally as a provincial responsibility, federal involvement must, thus, be subordinated to provincial control. Consequently, more effective vehicles for integration of present federal and provincial activities must be established within any manpower policy, involving an evaluation of not only provincial activities, but also federal involvements in manpower development (usually conducted through Canada Manpower Centres). These would involve more extensive provincial examination of such Manpower and Immigration activities as training and retraining, mobility policies, unemployment insurance, placement, and career planning.

J. Manpower Development and the Disadvantaged

Any program of manpower development has a different impact for various portions of the population. In the past, certain disadvantaged populations have not been adequately served through programs of training and retraining. Any future manpower development must provide and expand, as an integral and ongoing part of planning and change, provisions for these groups.

These introductory comments have outlined a basic rationale in the preparation of a manpower development policy. The remainder of this study will examine more specific aspects of manpower development and specific recommendations designed to facilitate related policy and legislative change in these areas.

CHAPTER I

ADMINISTRATIVE FRAMEWORK FOR MANPOWER DEVELOPMENT

Proposals regarding the administration of manpower development in the Province have three general objectives: (1) to consolidate manpower development activities in fewer provincial departments, involving a co-ordination and integration of present functions; (2) to provide the structures for the recommended provincial expansion into supportive manpower development areas; and, (3) to provide co-ordinative interdepartmental mechanisms at all administrative levels.

A. Present Administrative Arrangements

Many of the concerns in the present Alberta system of training and retraining relate to the proliferation of agencies involved and the resultant difficulties in co-ordination and integration of program planning and implementation. Within the Alberta Government there are several departments each dealing with some aspects of training and retraining:

1. The Department of Advanced Education has in the past played the major governmental role in training and retraining. Most institutional training, from basic academic upgrading offered by the Alberta Vocational Centres to the paraprofessional, diploma, technology, degree, and post-graduate training offered through community colleges, technical schools, and universities, is within its jurisdiction. Within this Department, the Division of Vocational Education is involved in industry-based training independently and in co-operation with the Canada Department of Manpower and Immigration as regulated by joint agreements under the Federal Adult Occupational Training Act (1967).

The Vocational Education Division, in addition, determines allowances for those trainees not eligible for CMC sponsorship, implements Priority Employment Training Programs and facilitates Vocational Rehabilitation training (under the terms of the Vocational Rehabilitation Act of 1966, in which eligibility of applicants for rehabilitation programs is determined by local committees made up of representatives from the Vocational Education Division and from the local Canada Manpower Centre.

Still within the Department of Advanced Education, the Division of Continuing Education is peripherally involved in the training and retraining of adults - providing co-ordination among the continuing education departments of those public school boards, colleges, technical institutes, and universities which provide short courses, seminars, conferences, and workshops (mainly for updating, upgrading, and retraining on a part-time basis).

At present, the Department of Advanced Education is in the process of re-organization with an extensive planned re-alignment of the above divisions and functions into:

- a. a Planning and Research Division serving both of the Departments of Education and involving an Advisory Council composed of public, governmental, and institutional representation.
 - b. three functional departmental divisions - Student Services, Programs, and Administrative Services - responsible to the Deputy Minister.
 - c. governance of institutions (universities, technical institutes, community colleges, agricultural schools, vocational centres) by boards of governors, and directly by the Department.
2. The Department of Education offers vocational education programs at the junior and senior high school level through jurisdiction of local school boards. In addition, certain local school boards offer basic education upgrading for adults through continuing education activities offered both in day and evening courses.
 3. The Department of Manpower and Labour is involved through apprenticeship and tradesmen's qualifications activities, functioning through agreements with the Canada Department of Manpower and Immigration established under the Adult Occupational Training Act. The Department has also during the past year emerged with a greater involvement in the area of employment development programs, such as PEP and STEP, and a more extensive liaison within programs of training and employment creation offered by the Federal Government. This Department is also now in the process of an extensive re-organization with the projected organizational framework providing for two Divisions - Manpower and Labour. The Manpower Division provides operational branches in:
 - a. Training
 - b. Career Planning and Placement
 - c. Employment Development.

In addition, a Manpower and Labour Planning Secretariat will provide for planning, research evaluation and information systems servicing the entire Department.

4. The Department of Health and Social Development is marginally involved in training programs through its opportunity programs and through support for sheltered workshops as a form of on-job training. Also, nurses training and various other areas of paraprofessional health development function within this Department.
5. The Department of Agriculture is involved in training and retraining within the agricultural community. In addition to its extension activities in rural Alberta, it administers most cost-shared training programs negotiated by the Department of Advanced Education with Canada Manpower and Immigration where they relate to the agricultural community.
6. The Attorney General's Department is involved to some extent in educational programming offered to inmates of provincial gaols, usually utilizing correspondence courses and in-service training for staff.
7. Some provincial departments train their own staff, e.g. the Department of Lands and Forests, the Department of Public Works, Alberta Government Telephones. These Departments, in many cases, co-ordinate training with the Advanced Education Department, usually through the Technical Institutes.

So at present, within the province, involvement in training and retraining is shared among several departments. This proliferation of planning agencies is responsible to a great degree for the patch-work nature of many of these programs.

RECOMMENDATION 1.

THAT the organization illustrated by the enclosed chart, and as described in this chapter, be adopted for the administration of manpower development in the Province of Alberta.

The accompanying organization chart illustrates the structure which this Task Force feels would best serve the functions of manpower development in the province. It follows largely the proposed structure for the two Departments of Manpower and Labour and Advanced Education, with a consolidation of manpower development functions within these two departments. The following is a

delineation of the proposed function of each of these Departments and their administrative relationships in the establishment of manpower development activities.

B. Proposed Administrative Structure

1. The Department of Manpower and Labour is organized into the following structures:
 - a. The Manpower and Labour Planning Secretariat will provide the operational framework for planning, research, evaluation, and information activities. The availability of reliable and accurate information for planning is crucial to the formulation of effective manpower policy. For planning, administration and evaluation to be successful, this secretariat exists to function as a data bank and an evaluative body. Constantly revised up-to-date data regarding manpower and employment opportunities must be available to employers, to job-seekers, and to the government itself.

The use of such research would be two-fold. Firstly, it would establish labour force requirements by means of projections, which would greatly assist in the formation of long-range objectives. Such objectives are necessary if the human and the financial resources allocated to manpower development are to be deployed in the most efficient manner. Such long-range projections would be invaluable to those who plan and direct training, educational and employment development programs within the province. Not only would they be assured that these activities were preparing personnel for jobs that would, in fact, be available, but they would also be given more lead time in which to plan and prepare these programs.

From the point of view of the person seeking employment, the existence of precise data on future manpower needs of the province would eliminate much of the guesswork involved in making a career choice. Reliable employability statistics from a credible, objective source would be of particular benefit to students at the pre-training and pre-employment levels.

Secondly, such a planning a research body would as well function in the evaluation of manpower development programs, providing continuous guidance and incentive to

improvement of these operations within the province. Measuring the effectiveness of training and employment programs is difficult at best. Despite growing enthusiasm for cost-benefit analysis as applied to manpower development, there are aspects of it that are not quantifiable and, consequently, defy accurate measurement. Still, there has been very little effort within Alberta to evaluate even those aspects of training programs that are readily quantified - more specifically, the employment records of graduates from training programs. No doubt employability is not the only criterion for success of a program, but it is important - to the trainee, to training institutions, and to the government. A concerted post-evaluative effort is necessary to follow up provincial training programs to investigate employment of trainees over a reasonable length of time after course completion.

A great deal of data of this sort is now prepared on a national basis by the Federal Department of Manpower and Immigration. An important function of the Planning Secretariat would be to translate and integrate this data into provincial information systems. At the same time, provincial research data could be made available to Federal Departments to assist them in accurately planning for programming in Alberta.

- b. The Manpower Division will provide the operational framework for the activities of training co-ordination, career planning and placement, and employment development programs. Each of these functions will be implemented through a specific branch headed by a co-ordinator.
 - (1) Training Branch - This Branch will be involved largely in a co-ordinative role within Manpower and Labour, identifying and translating training needs to the Department of Advanced Education.
 - (2) Career Planning and Placement Branch - This Branch would selectively function in the areas of placement, career planning and career information retrieval. In the face of growing disillusionment with Canada Manpower's adequacy in these areas (*See Chapter VI - Federal-Provincial Involvements in Manpower Development*), the Department of Manpower and Labour, must develop a service in this area, implemented in various regional and institutional jurisdictions throughout the province.

- (a) Manpower Information Retrieval - With regard to information retrieval, there can be little doubt that such a need exists for provincial involvement. There is at present no one office where an individual can obtain accurate, reliable, and up-to-date information on employment opportunities and training programs. Many persons are ignorant of the opportunities that exist for them within the province and it requires a great deal of personal perseverance to ferret out this information. In a study prepared for the Human Resources Research Council*, S. G. Peitchinis notes that many of the welfare recipients interviewed in the course of his investigation were very poorly informed about such matters as the Employment Opportunities Program, the existence of upgrading courses, and the availability of training allowances. Obviously all of the agencies involved directly or indirectly with the unemployed should be informed of such opportunities. A centre for information retrieval would act as a source of information both to agencies and to individuals.

In developing systems of information retrieval it is important to keep in mind those populations which will utilize information related to manpower, and that this data be translated into a manner and a form which is usable by these groups. As an example, manpower research as utilized for vocational counselling within the high schools would require a more extensive delineation of such areas as employment opportunities, wage scales, and projected openings, whereas data to be used by the Department of Industry and Transportation may be required in a more quantified form.

- (b) Career Planning and Vocational Counselling - Directly related to the dispersal of information regarding employment and training is the availability of vocational counselling and assistance in career planning. An examination of one's basic interests and motivations is instrumental in his failure or success in a training program. Moreover, those experienced with educative programs indicate that personal and social problems of trainees often

* *Employability of Welfare Recipients*, February, 1972.

figure highly in their performance in course work. Counsellors should be available, primarily oriented toward vocational choice but able to work with the individual or small groups on other concerns that may be affecting his or her employability - at the very least, to refer that individual to another source of assistance.

At present there is a lack of such integrated service. Such vocational counselling as is now available is conducted by various training institutions, but mainly concerned with the opportunities offered by those jurisdictions. Very often this assistance develops more as educational planning than an extensive vocational and career examination for the particular client. Consequently, the development of these plans may be related more to the programs and activities of that institution than the total educational and employment opportunities available in the province as a whole. The Task Force recommends the development of a separate Career Planning Branch within the Department of Manpower and Labour to co-ordinate these activities. We would envisage initially the establishment of a number of such offices within Community Services and Placement Divisions of various post-secondary institutions. In this way the Student Counselling Departments of these institutions could become involved more in educational and personal-social counselling while Manpower and Labour counsellors provide career planning and placement services of a more vocational nature as a supplement to these institutional activities.

Many students when approaching an institution are not fully aware of the programs in which they are becoming involved. The educational counsellor, in co-ordination with the manpower and labour career planning counsellor, could assist students to a great extent in the choice of their program - the manpower and labour counsellor providing that input related to the economy and the demand of the job market as a whole; the institutional counsellor assisting in choices related to a particular program, such as curriculum and its relationship to other programs of learning within that institution and others. Should transferability between institutions become more of a reality, the role of this form of institutional educational counselling will become more and more important.

This Manpower and Labour career planning function would also assist those individuals who require vocational choice assistance related to programs offered outside the post-secondary institutions but unrelated to training within a particular jurisdiction, such as industry or community-based initiatives.

In the actual implementation of this program the following are various stages which might be utilized:

- (i) The establishment of a public information system in which up-to-date manpower data is available, translated to the needs of the student and his choice.
- (ii) The availability of such materials through Manpower and Labour Career Planning and Placement offices. Further assistance in group counselling courses of instruction, related to career and vocational decision-making and effective job search, could be initiated as a supplement to individual examination of these materials to facilitate this second phase.
- (iii) The availability of individual counselling and career planning should be available at these centres to those requiring a more extensive assistance than that provided in the above two stages.

Various programs of testing and vocational assessment could also be linked, both in an individual and a group sense, within this career planning process.

Many individuals make their career choices by accident, without the benefit of professional counselling to assure an effective choice. This program would involve a more extensive involvement by counsellors and would have definite manpower development dividends.

- (c) Placement - A concerted effort must also be made in the field of employment placement in the province - clearly a key-stone in manpower development.

More people will undertake training or retraining programs if they are assured that an efficient effort will be made to place them after they complete their programs. Public faith in the placement agency is of utmost importance, both on the part of the employers, whose needs it must satisfactorily fill, and on the part of job-seekers, a significant number of whom it must place if it is to maintain that public faith. Assuredly, no placement agency can create jobs that are not there.

In a period of high unemployment, dissatisfaction with employment agencies is perhaps inevitable. Still, current criticism of the Federal Department of Manpower and Immigration and its placement capabilities indicates that public faith in that body is at a low ebb. The establishment of a provincial placement agency appears increasingly necessary. Such a provincial body would not be usurping the function of the Federal agency, but would be filling gaps that exist to the detriment of the provincial population. The establishment of a provincial placement agency, directly linked with a regionalized provincial manpower research body and career planning activity, would be able to react quickly in response to the data supplied by the Manpower and Labour Planning Secretariat. Being provincial rather than Federal in scope, it would attempt to meet provincial demands from within the in-province labour pool. And an obvious practical advantage would arise just because it was new - it would have no public opprobrium to overcome and could more easily gain public credibility than can existing agencies.

- (3) Employment Development Branch - Certain groups of Albertans may require extra efforts in job creation activities due to the existence of certain biases and prejudices within our society related to such characteristics as age, sex, and race. Certain extra initiatives in employment development may also be required at certain times of the year.

In the past two years the Priority Employment Program and the Student Temporary Employment Program were programs of this sort initiated in the province to create employment for certain groups and at certain times of the year. In addition, the Government of Canada has also introduced programs (Local Initiatives Program, Opportunities for Youth, and New Horizons) under this same rationale.

The Employment Development Branch would implement and co-ordinate programs of this sort and, in addition, act as the provincial interface to those programs of an employment creation nature initiated by the Federal Government. A more extensive treatment of the relationship between the provincial and the federal level is discussed in *Chapter VI, Federal-Provincial Involvements in Manpower Development*.

2. The Department of Advanced Education

This Department, as is the case in Manpower and Labour, is now in the process of extensive re-organization. As earlier mentioned, a Planning and Research Division would co-ordinate all those activities of planning and program development for the Department. Functional divisions are projected for student services, programs, and administrative services. In addition to this proposed re-organization, the Task Force recommends a transfer of various institutional services from other departments of government to this division and within its jurisdictions. These institutional transfers are discussed further in *Chapter III, The Role of Post-Secondary Institutions in Manpower Development*.

The Task Force recommends the development of a fourth functional division within Advanced Education - the Division of Continuing Education - with the following responsibilities:

- a. to facilitate continuing education programming of a professional, technical, and recreational nature;
- b. to direct apprenticeship training activities;
- c. to undertake work experience and industry-based training co-ordinations;
- d. to implement training programs for those not now covered adequately by present Federal programs under the Department of Manpower and Immigration;
- e. to develop a more extensive communication and co-ordination with industry and professional and occupational associations in the determination and development of new programs of training and retraining, both institutional and industry-based;

- f. to allocate funding for continuing education departments and specific programming within educational jurisdictions throughout the province (School Boards, Alberta Vocational Colleges, Colleges, Technical Institutes, and Universities);
- g. to provide regional co-ordination and administration of continuing education, industry-based, agricultural, and satellite educational programming throughout the province by assisting in the establishment of and working in co-operation with advisory Regional Education Councils; and,
- h. to direct and co-ordinate seasonal and ad hoc training and education programs.

In this sense, then, this division would be involved in contracting for program development and implementation within institutions and the private sector within the province.

It might be noted at this point, and more extensively developed in *Chapter VI, Industry-Based Involvements in Manpower Development*, that Apprenticeship Board and Tradesmen's Qualifications activities would now become the responsibility of this Division under the rationale that the actual curriculum development, implementative, and certification stages of training should be developed within the Department of Advanced Education. In addition, governmental industry-based training and retraining would remain under the jurisdiction of this department through the establishment of regional Continuing Education offices throughout the province and directly responsible to this division of government.

The major Alberta training and retraining emphasis of an industry-based nature in the past has been conducted through the apprenticeship program of trades training. A re-evaluation is required of this position, but initial change of responsibility is first necessary; thus, the proposal to integrate all Alberta Government activities in training and retraining of an implementation nature under jurisdiction of the Minister of Advanced Education. With industry-based and apprenticeship training the responsibility of the Division of Continuing Education there would result a greater integration and co-ordination of these types of programs. From this base we can then more adequately evaluate and modify all programs in the apprenticeship and industry-based area and take a more active role in our liaison with federally-sponsored programs to the extent of assuming a more dominant, rather than subordinate, responsibility for adult training and retraining in Alberta.

This Division would also, then, become involved in various departmental initiatives carried on within other provincial jurisdictions. Under regional direction of the Division of Continuing Education, satellite educational activities could be developed more extensively in such locales as provincial gaols, hospitals, detention centres, Senior Citizens' homes, and remote communities.

Activities of the Division of Vocational Education should be extensively expanded under this proposal and an evaluation would be required as to the adequacy of the present Division to integrate these extra functions under its present administration. Personnel decisions and additional re-organization may be required to facilitate these extensions. This would also involve an integration of the present Division of Continuing Education and its activities within this jurisdiction. More expansive discussion of continuing education programming and of the role of industry and industry-based programs of manpower development will be presented in later chapters of this report.

Providing a more extensive regionalization of adult educational services and more emphasis on industry as the base for training and retraining, the activities of this Division will become a crucial part of future training and retraining initiatives within the province.

3. The Department of Education

This Department is involved in manpower development, primarily for Albertans up to the age of 21, with a full-time programming within the public and separate school systems of the province. Within these programs vocational education and industrial arts programming have been integrated extensively since the development of the Technical and Vocational Trades Act (1960) by the Federal Government, involving cost-shared capital funding for the construction of vocational education facilities. As a result of this, the Province of Alberta became extensively involved in this type of programming within both junior and senior high schools. In the past few years there has been somewhat of a change of emphasis from vocational education, due largely to the cost of this programming, to more of an industrial arts and work experience training. Thus, instead of training the student for a particular career within high school, the emphasis now appears to be shifting to provide an exposure to a number of trade and vocational areas, leaving actual indepth training to be offered beyond high school in post-secondary or industry-based systems. The Task Force supports this shift in vocational education to Advanced Education jurisdictions.

The Department of Education has also been extensively involved, through adult education divisions of various school boards, in the provision of continuing education programs of both a short and a full-time nature within various jurisdictions throughout the province. It is the recommendation of the Task Force that responsibility for these activities of continuing education programming for adults be transferred to the Department

of Advanced Education and administered throughout the framework of local school boards, colleges, technical institutes, vocational schools and universities facilitated and funded in a regional manner by the Division of Continuing Education.

4. Interdepartmental Co-ordinations

Interdepartmental co-operation and integration in the area of manpower training and retraining would be presented through the following structures:

- a. The Cabinet Committee on Manpower (involving the Ministers of Manpower and Labour, Advanced Education, Agriculture, Health and Social Development, Industry and Commerce, and the Attorney General) would replace or complement the present Cabinet Committee of Education. This Committee would be chaired by the Minister of Manpower and Labour and would deal with general considerations involved in the development of policy and legislative changes in manpower development.
- b. The Executive Liaison Committee between the two Departments of Manpower and Labour and Advanced Education includes the Deputy Ministers of Advanced Education and Manpower and Labour and would provide the link in implementations of the various components of manpower development.
- c. The Manpower Needs Committee, involving the Deputy Ministers of Advanced Education and Manpower and Labour, plus representation from the Apprenticeship Branch, Health and Social Development, Agriculture and Industry and Commerce would meet to develop provincial manpower positions for presentation to the Federal-Provincial Manpower Needs Committee. This Committee is described more extensively in *Chapter VI, Federal-Provincial Involvements in Manpower Development*.
- d. Three Interdepartmental Branches are recommended for joint development between the Departments of Advanced Education and Education.
 - (1) The Student Finance Branch would administer expanded Student Assistance Programs of loans and allowances (further discussed in *Chapter VIII, Student Assistance In Manpower Development*).
 - (2) The Learning Resources Branch would consolidate those support activities now located within both departments - Computer-Assisted Learning, School Book Branch, Audio-Visual Activities, Libraries. Major initiatives in

educational television would also be developed and performed under this Branch's co-ordination. From this base new instructional resources in a variety of media utilizations could be developed and implemented, along with assistance in the establishment of Learning Resources Centres in various areas of the province in co-ordination with Regional Education Councils.

- (3) The Personnel Branch would co-ordinate present activities within the Personnel Departments of the two Departments (hiring, payroll, and establishment of records and policies related to departmental personnel).
- (4) The Planning and Research Division - involved in short and long-range systems planning, policy analysis, information and statistics, conducting and contracting service research, and program evaluation - would serve both departments. This Division would function in a similar manner to the Planning Secretariat within the Department of Manpower and Labour.

5. Regionalization of Manpower Development Activities

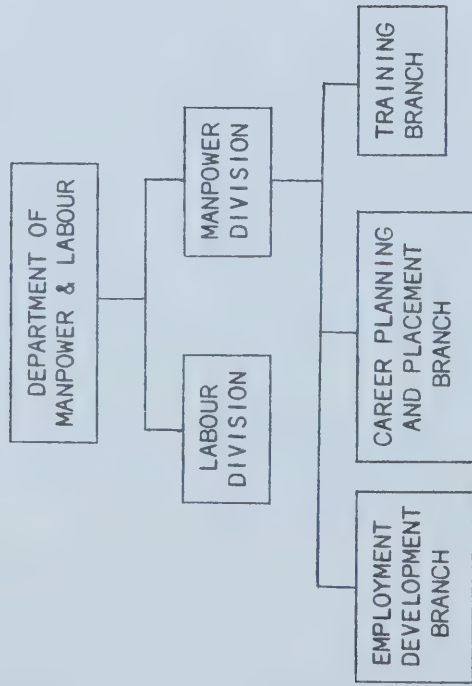
The Task Force, in addition to the development of Divisions within the Departments of Manpower and Labour and Advanced Education, also recommends that a regionalization of these services and functions in the following manner:

- a. Regional Education Councils should be established throughout the province to function in an advisory capacity in determining and serving adult educational and manpower development needs. These Councils would function in a co-ordinative manner with regional directors and the Division of Continuing Education (Advanced Education), the Career Planning and Placement Branch (Manpower and Labour), the Department of Education, and with various post-secondary institutions servicing particular regions of the province, along with local school boards. They would undertake establishment and operation of Regional Learning Centres, planning and implementation of regional adult educational programming and the provision and facilitation of educational television programming within various regions of the province.
- b. Regional Governmental offices would be established for the Career Planning and Placement Branch (Manpower and Labour) and for the Continuing Education Division (Advanced Education). These functions should be staffed and integrated into single offices within various regions throughout the province to

provide for a co-ordination and flow of services between the activities of career planning, placement, and educational programming. In addition, employment development programs could be administered through the establishment of these offices as developed by the Employment Development Branch of Manpower and Labour. These offices also could act as the provincial base for the development of local Manpower Needs Committee co-ordinations with Federal Manpower and Immigration officials at the regional level.

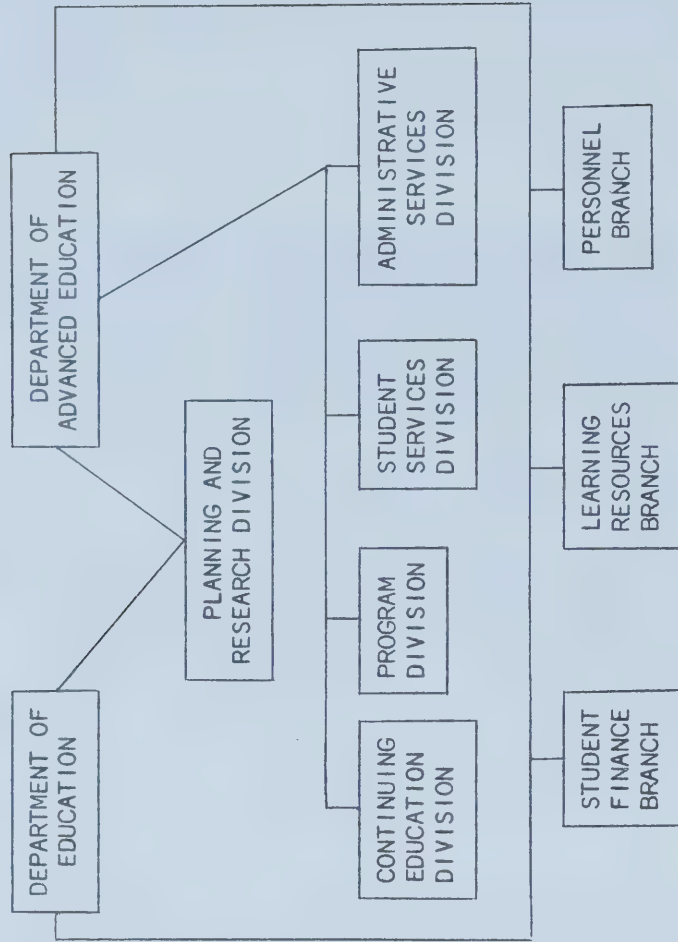
These regional offices would not replace Canada Manpower services in particular areas, but would instead supplement and fill gaps in that service, with provincial personnel providing career planning and educational programming and federal staff dealing largely in job placement and mobility services.

ADMINISTRATIVE ORGANIZATION FOR MANPOWER DEVELOPMENT



CABINET COMMITTEE ON MANPOWER DEVELOPMENT

MINISTERS OF MANPOWER AND LABOUR, ADVANCED EDUCATION, AGRICULTURE, HEALTH AND SOCIAL DEVELOPMENT, INDUSTRY AND COMMERCE, AND THE ATTORNEY GENERAL



ALBERTA MANPOWER NEEDS COMMITTEE

DEPUTY MINISTERS OF ADVANCED EDUCATION AND MANPOWER AND LABOUR, WITH REPRESENTATION FROM APPRENTICESHIP BRANCH, HEALTH AND SOCIAL DEVELOPMENT, AGRICULTURE, INDUSTRY AND COMMERCE

INTERDEPARTMENTAL CO-ORDINATIVE COMMITTEES

EXECUTIVE LIAISON COMMITTEE

DEPUTY MINISTERS OF MANPOWER AND LABOUR AND ADVANCED EDUCATION

CHAPTER II

CONTINUING EDUCATION IN MANPOWER DEVELOPMENT

The Task Force contends that the most effective vehicles for the implementation of Manpower Development programming may well be those of a Continuing Education rationale with methods by which individuals, throughout their adult lives, can participate in education, training, retraining, upgrading and updating on a recurrent basis. This should be possible without postponed employment, but as a process in which a flexible use of modular units, conferences, seminars, short courses, evening classes, weekend workshops, and other arrangements of resources will serve the adult community in a total, flexible manner.

The purpose of this chapter is to delineate relationships between the proposed Division of Continuing Education, public educational jurisdictions, and private and citizen groups in the implementation of this process.

Traditionally, education has been conceived of as a preparation for life wherein an individual remains in school for a number of years, finishes his education and takes up the life of living. Now, the illusion of education being completed at any particular phase of life is no longer tenable. It is no longer a matter of going back to school, but of continuing to learn.

Lifelong, Continuing, Adult, Work Study, Recurrent, and Further Education describe the process by which an individual pursues education throughout adulthood on a continuing, intermittent basis. In this report these terms will be applied in a more or less synonymous fashion.

The present picture of adult education is probably best described in *"A White Paper on the Education of Adults in Canada"*, prepared by the Canadian Association for Adult Education in 1968:

"In spite of improvements it (Continuing Education) remains a patchwork of courses, schools, programs, and systems; a confusing jumble of opportunities upon which too many adults have had to stumble if they discovered it at all..."

and such is still the situation in continuing and adult education in Alberta.

Following is a description of some of the main components of continuing and adult education in Alberta - an expression of objectives, problem areas, and recommended changes.

A. Administration of Lifelong and Continuing Education

Presently, Continuing Education, at the provincial level, functions generally under the supervision of the Division of Continuing Education within the Department of Advanced Education, providing a co-ordinating and facilitating role between the various agencies of continuing education within regions throughout the province.

Regionally, universities, colleges, technical institutes, Alberta vocational centres, and divisions of adult education within various school boards provide the public vehicles for continuing education. In addition, independent of direct provincial administration, a number of private agencies, such as secretarial and trade schools, also perform this function. Institutionally, most activities are organized within an Adult Education, Extension, Continuing Education, or Community Services Division, with most institutions now moving to more extended use of facilities, resources, and curriculum beyond the regular school day into weekends, summers, and evenings. Precedence, however, for facility use is still invariably given to the regular day program.

Many educators advocate co-ordinating programs of the various institutions to eliminate gaps and duplications in course offerings. However, the free enterprise atmosphere which prevails at present, with course offerings left to the discretion of the various institutions, has some real advantages. First, it extends the arena of choices for the individual, not only in terms of subject matter, but also in terms of the place he wishes to learn. Secondly, it enlists the support of more groups of people and uses a wider spectrum of educational resources than might be the case with a rigid co-ordination of services. There is no reason to believe that such duplication of course offerings as does exist is necessarily harmful so long as each institution's course is attractive to students and there is no excessive draw on the public purse. If students cease to enroll in such courses, they are dropped.

Nor should there be a strict elimination of the responsibility of each institution. Each ought to have its distinctive emphasis as now occurs. For instance, in Calgary the University of Calgary Continuing Education Division assumes as its major role the provision of offerings for university graduates in the professions. The Public School Board is more active in the area of leisure training. Such emphases are beneficial and, if a rigid co-ordination were established, the present spirit of entrepreneurship may not prevail.

There should, however, be co-ordination and subsidization in the provision of continuing education programs for those areas of the population and of the province which are not now served in a sufficient manner. Co-ordination could work to eliminate gaps in

course offerings, share new insights among the institutions, and arrange their co-operation in projects such as has been undertaken recently in a provision of services in the Drumheller community by the Southern Alberta Institute of Technology and Mount Royal College.

Specifically, the following is a delineation of certain concerns and recommendations for the various jurisdictions beginning from the provincial through to the local level:

1. Provincial

At this level, education offerings in a continuing sense are provided through a number of agencies:

- a. The Division of Continuing Education under the Department of Advanced Education provides for the co-ordination of further education activities throughout the province by the establishment of Regional Councils and encouragement of joint advertising of offerings, especially in the two metropolitan centres of Calgary and Edmonton where Continuing Education Councils have been established to facilitate co-operative programming.
- b. The Division of Vocational Education within Advanced Education develops programs largely of an industry-based nature for implementation within an industrial or agricultural setting. In addition, they are involved with the sponsorship and programming for a number of disadvantaged groups - an example, the co-ordination of the Priority Employment Training Program for the province in the past two winters. This Division also acts as the major implementative interface with the Federal Government in their various programs of training and retraining. Most of the programs provided within this Division are of a full-time nature whereas those within the Continuing Education Division emphasize mainly part-time offerings.
- c. The Colleges and Universities Commission have provided a basic administrative funding for activities to be carried on within the various institutions within the province.

These divisions unite, along with various school boards through the province and a number of private associations, within the Alberta Association of Continuing Education, acting as the professional association for continuing education personnel in the province.

The Commission on Educational Planning has recommended the establishment of a separate Division of Further Education replacing the present Vocational Education Division, with the role of facilitating, co-ordinating, and establishing recurrent education within the province. There appears to be general agreement with the concept of lifelong learning and the extension of educational activities to all age groups as expressed in the Commission Report.

The Task Force supports an integration of the present Divisions of Continuing Education and Vocational Education into one functional Division of Continuing Education (in addition to the three now proposed under the re-organization of the Department of Advanced Education).

To facilitate province-wide programming this Division would interact with Regional Education Councils, community agencies and offices, local school boards, post-secondary institutions servicing various regions, professional and occupational associations, and individual employers in the identification of educational and training needs.

Program development and programming would be implemented through contracting with public and private agencies within a particular region. In many cases, this implementation would further involve co-ordinative and negotiative activities between a number of individuals and groups.

To assure that these services will be made available to all regions of Alberta, the Task Force further recommends that Regional Co-ordinators be appointed throughout the province, functioning in co-ordination with regional personnel of the Career Planning and Placement Branch of the Department of Manpower and Labour. This integration of field services might, at a later time, be further extended to other provincial departments, such as Health and Social Development.

The functions and operations of this Division are described in more detail in *Chapter I* and throughout this chapter.

RECOMMENDATION 2

THAT the Division of Continuing Education be established within the Department of Advanced Education with its role being that of facilitation, co-ordination, research, program implementation and allocation of funding within all public adult and continuing education jurisdictions in Alberta.

2. Regional

Nowhere is the impoverishment of continuing education programming more evident than within the rural areas of our province. Some services have been provided as satellite activities by existing community colleges, Alberta vocational centres, technical institutes, and universities, but to no great extent. In large, there are no standard procedures by which a total education program can be delivered to the adult community in all parts of the province. The most ambitious initiatives to date have occurred through the Extension Division of the Department of Agriculture in providing a number of programs in co-ordination with the Canada Department of Manpower and Immigration and the Vocational Education Division for certain parts of the agricultural community, but not in a uniform manner.

One of the major difficulties that now exists is that, when the Division of Vocational Education, the Continuing Education Departments of community colleges and other post-secondary institutions, and the provincial Continuing Education Division do want to establish educational offerings, there is no effective liaison or identification with the needs of a particular community outside those now served by post-secondary institutions. Consequently, some standard administrative structure is required to expand educational opportunities to all parts of the province. A program involving Regional Offices of the Division of Continuing Education, Regional Education Councils, Learning Resources Centres, the Alberta Academy, and expansion of educational television could provide this framework.

RECOMMENDATION 3

THAT regional offices of the proposed Division of Continuing Education be established throughout the province to provide the administrative and facilitative capacity to deliver adult educational programming to all regions of Alberta through co-ordination with Regional Education Councils, local school boards, and post-secondary institutions.

RECOMMENDATION 4

THAT advisory Regional Education Councils be established within all areas of the province, through facilitation of regional co-ordinators of the proposed Division of Continuing Education, and consisting of representatives of existing school systems; industry, business, continuing education divisions of those universities, colleges, vocational centres, and technical

institutes serving that locale, the Department of Agriculture, local Canada Manpower Centres, and other agencies educationally active within that region.

RECOMMENDATION 5

THAT all post-secondary educational jurisdictions (community colleges, universities, Alberta vocational schools, technical institutes and agricultural colleges) be encouraged to develop and present a more extensive, flexible satellization of educational services and leadership outside their regular campus jurisdictions in such locales as rural communities, Indian reservations, senior citizens' homes, provincial gaols, and long-term rehabilitative institutions - co-ordinated through advisory Regional Education Councils and administered by regional co-ordinators of the proposed Division of Continuing Education.

At present, most continuing education activities are carried on in an autonomous, competitive manner with various communities. The Division of Continuing Education, through co-operation with various institutions, both private and public, could provide a more co-ordinated offering of adult education, especially in the metropolitan centres. The Ontario example might be followed where Councils of Adult Education have been established and courses, although not planned within the Council, at at least offered with the joint publishing of an annual description of courses. This type of co-ordination would exist mainly in the metropolitan areas, whereas in rural areas the establishment of a Regional Education Council would facilitate the drawing of resources from the larger metropolitan centres in addition to those existing within that particular region. It would also provide an administrative body through which the Division of Continuing Education and the various post-secondary institutions could approach and function in providing satellite activities within various regions of the province. The employment of full-time co-ordinators of the proposed Continuing Education Division for regional assignment would further assist in programming initiatives throughout the province.

RECOMMENDATION 6

THAT the Alberta Academy be developed, and chartered as a community college, to prepare and present:

- a. Programs of study for use by educational television, correspondence and other learning resources media;*

- b. *Testing and evaluation instruments;*
- c. *Accreditation and certification services for those educational activities packaged and drawn from a number of sources - travel, courses from other institutions, correspondence, educational television and a variety of presently non-creditable experiences;*
- d. *Assistance in the development of Learning Resources Centres throughout the province in co-ordination with the proposed Continuing Education Division, Regional Education Councils and the proposed Learning Resources Branch of the two Departments of Education.*

RECOMMENDATION 7

THAT a more expanded educational television activity be developed within the proposed Learning Resources Branch serving under the jurisdiction of the two Departments of Education, to deliver a wide range of educational programming in a more extensive manner to all regions of the province.

RECOMMENDATION 8

THAT extension agricultural educational programming, now performed in various parts of the province, be transferred to the Department of Advanced Education, co-ordinated through the direction of Regional Education Councils and administered by regional co-ordinators of the proposed Division of Continuing Education.

RECOMMENDATION 9

THAT Learning Resources Centres be structured where required and administered by regional co-ordinators of the proposed Continuing Education Division to provide the physical facility for such activities as adult day courses, satellite course activities from post-secondary institutions, educational television and Alberta Academy offerings, and to provide a regional centre for the housing of such learning resources as libraries, audio-visual and computer materials.

RECOMMENDATION 10

THAT the Banff Centre be more extensively utilized by all educational jurisdictions as a facility for live-in, short-term educational programming. Should facility expansion become a necessity as a result of this activity, another centre similar to that at Banff may be required at some other location in the province.

3. Local and Institutional Jurisdictions

At present there is little local co-ordination between institutions; programs; and professional, occupational, volunteer, and private groups in the province outside those few Continuing Education Councils now operating in some parts of Alberta. If gaps in programming are to be eliminated, these co-ordinations must be established, involving both public and private concerns in a planning and implementation co-operation. Operationally, this could provide more in-institution and outreach flexibility.

As an example, adult day courses may be required in a certain area. By drawing from resources of school systems, post-secondary institutions, and private participants a Regional Education Council could identify the need for this type of activity and the regional office of the proposed Division of Continuing Education could facilitate its initiation.

But more administrative flexibility is also required within individual educational jurisdictions. Most now initiate continuing education activities only as an extension of regular day programs within a rigid policy framework involving utilization of staff, facility, and other resources. This second-best treatment is often reflected in its programming and excellence is approached more through the initiative, imagination and entrepreneurship of individuals, than the institution and its policies.

More provisions are required for those individuals who cannot fall within the regular operation of campuses - on weekends, evenings, summers, and other irregular periods of time.

Undoubtedly this flexibility would create problems for institutions involved in offering courses in this manner. But these can be overcome by imaginative program development and recognition of the fact that it is the purpose of educational agencies to serve students - not the other way around. To date, most programs in lifelong education have evolved as appendages of educational aims and objectives tailored primarily for a younger clientele. With a recognition of lifelong learning this emphasis must be adjusted.

There have been some offerings in recent years, primarily through the Adult Occupational Training Act of 1967, which have tended to dictate particular forms of lifelong administration, especially within the Alberta Vocational Centres. This has been extended to communities throughout the province by their application of arrangements with Canada Manpower and the Division of Vocational Education. In many cases, local and institutional policies have been subordinated to central program decisions, often to the disadvantage of total programming for that area or

agency. As an example, Alberta Vocational Centres may give priority for admission to students sponsored and chosen by outside agencies while fee-paying individuals are admitted only as space will allow. A certain industry, requiring a certain type of worker, may find vacancies filled from other parts of the province while local potential trainees remain unemployed. Local authority within institutions and through Regional Education Councils can prevent these shortcomings.

RECOMMENDATION 11

THAT all educational jurisdictions be encouraged to accept responsibility for educational programming for a more total community population by developing departments and institutional philosophies of Continuing Education, co-ordinated and funded by the proposed provincial Division of Continuing Education and performing the following functions:

- a. Presentation of single events (seminars, conferences, workshops) and courses of both a credit and non-credit, recreational and academic nature.*
- b. Development and implementation of satellite and industry-based educational offerings.*
- c. Consultation with community agencies, associations, and individuals in educational program development.*
- d. Co-ordinations with other public and private educational jurisdictions in co-operative program development and implementation.*

RECOMMENDATION 12

THAT all post-secondary institutions be encouraged to strive for the maximum possible flexibility and expansion in timetabling and facility and resources utilization to accommodate, at all times of the day, week and year, a larger number of students on a continuing education basis.

RECOMMENDATION 13

THAT adult educational day activities, as required, be established under the direction of the proposed Division of Continuing Education and in co-ordination with Regional Education Councils, drawing from the resources and staff of community colleges, school boards, and other post-secondary and private agencies.

RECOMMENDATION 14

THAT professional, occupational, trade, volunteer, community, industry and business involvements be more actively pursued in the development and presentation of continuing education activities for their memberships and that more extensive assistance be provided to these groups in the development, presentation and evaluation of a wide range of programs, such as initial pre-employment training, training on-the-job, training in-industry, post-graduate certifications, work study initiatives and specific educational events (conferences, workshops, seminars, short courses).

B. Resources in Lifelong and Continuing Education

The following are generally characteristic of operations and employment of resources in this field:

- Most activities in continuing education at this time are restricted to the utilization of campus facilities and resources, which often provide only regular classroom types of experiences. Although there have been some innovations of late in which satellite activities have been offered off-campus in a more flexible manner, by and large the concept of place for continuing education is still a rather inflexible institutional one.
- The main vehicle for continuing and lifelong education is short course work, usually offered at night. In addition, conferences, seminars, institutes, workshops, correspondence, and educational television are utilized but in a limited, unco-ordinated manner.
- Offerings in continuing education are basically provided on a supply-and-demand, pay-as-you-go basis; not within an integrated philosophy of education, but simply as the traffic will bear. Consequently if an individual or association should request a course it would probably be offered and an instructor hired to present it. If a certain minimum registration was reached the course would be offered; if not, it would be eliminated.
- Generally there is a poor utilization of total campus facilities. An ivory tower complex still does operate to the extent that facility is scheduled on a supply-and-demand basis and only as a supplement to the regular day program. Outside the metropolitan centres of Calgary, Edmonton, Medicine Hat, Red Deer, and Lethbridge, there is generally a poor offering of continuing and lifelong education with poor facilities for educational community use and limited support resources, such as libraries, educational television and audio-visual materials.

- The personnel employed as instructors in continuing education are generally staff members from the day program. Some initiative has been carried on in the use of resource personnel from outside the institution itself but no extensive developments are occurring in establishing programs for training people specifically as instructors for continuing education.
- At present it is difficult for the individual to obtain information about continuing education programs. To find the right courses of study he must contact each institution, often with his efforts meeting an inadequate response. Provision for vocational counselling is a gap, especially for the individual who has not yet made a career choice. Counsellors are available at most institutions but are often knowledgeable largely about credit programs within that institution and, more specifically, its day program. In fact, there is at present no one place in the province where the individual can obtain comprehensive information about all opportunities and can receive vocational counselling uncommitted to any particular agency of education.
- Although the resources, facilities and staff are available for continuing education, the day credit program is given first priority and that which is left over is then allocated to continuing education.
- Facilities at present are designed mainly for the development of classroom courses and very little is available for live-in conferences, seminars, workshops, and short courses outside the regular day program.
- Most media resources now used are those which have been developed for reading - books, periodicals, journals. However, more emphasis on educational television, computer-assisted learning, and other audio-visual components are now adding to the resource package available for education.

RECOMMENDATION 15

THAT business and industry resources be more extensively utilized in the planning, administration and presentation of supplementary or replacement educational services (largely on a contract basis). These may supplement or compete in a co-ordinated manner with those programs offered in the public sphere. Such groups are:

- a. Existing private agencies and businesses such as colleges, beauty and barber schools, secretarial and church groups.*
- b. Private, volunteer, business, professional and occupational organizations and associations.*
- c. Resource individuals outside the public staff sector.*

RECOMMENDATION 16

THAT local school board jurisdictions be encouraged to initiate a community school concept to facilitate a more extensive use of public school educational facilities outside regular school hours.

RECOMMENDATION 17

THAT facilities within educational jurisdictions be expanded for live-in conferences, seminars, workshops, and short courses.

RECOMMENDATION 18

THAT post-secondary institutions be encouraged to prepare media packages of instruction in conjunction with the proposed Learning Resources Branch under jurisdiction of the two Departments of Education.

C. Content of Lifelong and Continuing Education

Courses offered by Continuing Education Departments are of two types. First, credit courses are simply extended from the regular day program, often within a Division of Extension - this is especially the method used at the universities.

The second is the most usual type of continuing education offering - non-credit short courses, conferences, seminars, workshops, and institutes. In some cases credit is granted within this Division, such as in the Priority Employment Training Program where some short unit courses were offered with credit towards a certificate or diploma, but this is not common.

Actual content of continuing education courses ranges as follows:

1. Recreational and personal enrichment.
2. Basic education courses, creditable generally towards a high school diploma.
3. Updating and retraining courses for professional, occupational and volunteer groups.

But in general there is no real institutional philosophy of continuing education and community services in practice. Most offerings are, as earlier stated, of a rather patchwork nature.

The present system of day programming also acts very much to the disadvantage of those individuals who want to undertake learning on a part-time or recurrent basis. Most programs of study are organized as certificates, diplomas, or degrees which are granted generally after full-time attendance in a course. This is the case from the apprenticeship level, where apprentices must leave their job for six to eight weeks per year, through to the professional level where such professional studies as law and medicine are not certifiable until the completion of extensive full-time studies. During this period the individual is placed in somewhat of a serf-like position with little choice other than to accept lump-like offerings of training and career preparation. In addition, there is very little opportunity for individuals to package their own program of learning and career preparation. Most courses are offered as package programs within specific institutions with very little recognition of transferability of courses from one to the other.

Many courses are too extensively vocational. In particular, this is reflected through Canada Manpower purchase programs where courses are packaged to provide vocational skills. Those areas not identified as vocational are not generally purchased. Consequently, supplementary areas (often termed as Life Skills Education) which could assist an individual to become employable are not available to him.

RECOMMENDATION 19

THAT short, modular educational courses, units and blocks be developed and utilized within all educational jurisdictions at all training levels from pre-employment through to post-graduate specializations and certifications, and implemented in a variety of settings and employing a variety of personnel and facility resources, in assuring that individuals will not be forced to leave or postpone employment or incur excessive indebtedness in order to benefit from further education and training.

RECOMMENDATION 20

THAT more provision be implemented in existing institutional programs for part-time study within programs, and as extensions of existing programs.

RECOMMENDATION 21

THAT co-ordinative programs for basic education be offered between school boards, colleges, and other education agencies through facilitation of Regional Education Councils and regional offices of the proposed Division of Continuing Education.

RECOMMENDATION 22

THAT a more extensive presentation of Life Skills programming be integrated where operationally possible within continuing, full-time, seasonal and ad hoc educational programming and involving such areas as personal money management, family relationships and parenthood, learning skills, career and vocational decision-making, leisure time utilization, effective interpersonal relationships, and communications skills.

D. Financing of Lifelong and Continuing Education

Generally, lifelong and continuing education is not funded in any consistent manner. Courses are expected to carry their own weight through the charging of fees, with only a small staff of administration and secretarial help attached to the Division and publicly funded. Moreover, there is little co-ordination of funding with the regular day program to the extent that any profit realized within the Continuing Education Division is immediately, or at the end of the year, funneled into general revenues of the institution. This to a great extent presents a regressive note to continuing education programming in that programs, if they must pay their own way, cannot be provided for groups of people who cannot afford them. Disadvantaged groups such as the aged, women-on-welfare, the unemployed, will then be given last priority in programming. In some jurisdictions the Robin Hood principle does operate where activities such as conferences may gather a fair amount of profit and, as long as course offerings are prepared within that budget year for disadvantaged groups, then they can be offered. Very often this does not occur and at the end of the year we often see extensive expenditures on conferences, travel, and other staff activities which might have been better utilized for program subsidization for these groups.

In addition, candidates and students for continuing education programs do not have available to them adequate financial assistance. The part-time student may enroll in only one or two courses per term, a much more costly procedure than if he had enrolled in a full course load. For example, the present fee at the University of Calgary for a part-time student in arts and science or education is \$135.00 per course, but a full-time student in the same undergraduate faculties can take five courses for \$400.00 or \$80.00 per course. Thus, costs are, to a part-time student, somewhat prohibitive.

RECOMMENDATION 23

THAT a co-ordinated system for the financing of lifelong and continuing education be developed and administered by the proposed Division of Continuing Education, wherein fee payment will continue to support the majority of programs but where a more expanded administrative, developmental, and research staff can be employed in this area.

RECOMMENDATION 24

THAT provisions be established for budgetary changes wherein profits incurred within jurisdictional departments of Continuing Education would remain within that department so that course programs may be more adequately developed from year to year, allowing the inclusion of programming for groups which may require subsidization. At the very least, budgets should be established on a longer term basis.

RECOMMENDATION 25

THAT financial assistance be provided as a subsidization for those extra costs involved in the establishment of satellite educational community services, facilities, and activities.

RECOMMENDATION 26

THAT financial assistance and fee schedules for part-time study be established in an equitable manner with full-time study.

E. Research and Development in Lifelong and Continuing Education

At present, programs of continuing education are developed in a rather haphazard manner. Courses are offered and, if enough individuals register for the program, then the program is offered; if not, it is eliminated. Outside a certain amount of communication with professions, occupational groups and volunteer associations, most programming is done on a rather sporadic guess-work basis with no real complete knowledge of the total educational needs of the adult community other than on a trial-and-error, hit-and-miss basis.

The educational system in Alberta has developed as a youth-centered system and by far the larger proportion of time, energy and resources have been expended on the education of children and young adults. Continuing education programs are conceived as an adjunct

to these youth-oriented programs - a sort of appendage to the main business of education. Consequently, methods and materials are often transferred unchanged from day-time classes of children and young people to evening classes of part-time adult students for whom they are often painfully unsuited.

Educators devote their best research efforts to the instruction of children with very little attention to the problems of adult learners. Nor is much effort made to research the motivations and goals of the adult student to find ways of expanding and extending the system of continuing education to enable adult learners to share in the direction of their education.

There is also little integrated effort in the development of interest in continuing education. Institutions handle largely their own publicity, consisting primarily of advertisement of course offerings in local newspapers.

A concentrated effort must be made to market continuing education as a package. This can be done through the proposed Division of Continuing Education at the provincial level. But publicity at the local level can also be co-ordinated more effectively. This has been done to a great extent in the metropolitan centres of Edmonton and Calgary where all institutions of continuing education have together developed a catalogue of courses to be distributed in a tabloid form to their respective citizenry. Television and radio advertising has not been used extensively, being more expensive; consequently, newspapers and brochures have been the usual means of publicizing institutional offerings.

RECOMMENDATION 27

THAT a full-scale study and development of a monitoring system of the total educational needs of the adult community throughout the province be commissioned by the proposed Division of Continuing Education in consultation with the Departments of Education, Manpower and Labour, the Planning and Research Division (Advanced Education), and Regional Education Councils throughout the province.

RECOMMENDATION 28

THAT a catalogue of courses and programs be provided throughout the province, developed on an annual basis by the proposed Division of Continuing Education and co-ordinated through Regional Education Councils; and that local jurisdictions be encouraged to prepare joint advertising of these programs within their region.

RECOMMENDATION 29

THAT masters and doctoral operational research be encouraged in the field of continuing education, in many cases initiated or contracted through the Planning and Research Division of the Department of Advanced Education.

RECOMMENDATION 30

THAT Departments of Continuing Education be developed within one or more Alberta University Faculties of Education so that the teaching staff necessary for an extension in this area will be available.

It is hoped that these recommendations would set the stage for a flexible, co-ordinated approach to Lifelong and Continuing Education wherein *all* Alberta citizens can benefit from recurrent and continuous learning.

CHAPTER III

THE ROLE OF POST-SECONDARY INSTITUTIONS IN MANPOWER DEVELOPMENT

The largest proportion of manpower training and retraining activities in Alberta is carried out within the province's educational institutions, from the public school through to the college, technical institute, vocational centre and university jurisdiction. Under the re-organization of the Department of Advanced Education most of these institutional activities would be directed by Boards-of-Governors assigned to each of the institutions. The Department itself may not be involved extensively in the actual administration of institutional programs. The Task Force has recommended in *Chapter I* that regional and vocational activities be directed through the Division of Continuing Education, working in co-ordination with institutions and public school jurisdictions in the implementation of programming of a vocational and continuing education nature within various parts of the province.

A. Administrative Modifications

Although the Department of Advanced Education may not become involved extensively in the actual administration of institutional programs under the re-organization of the Department, certain areas of institutional policy and implementation are recommended for modifications by this Task Force.

To begin with, a certain consolidation must occur with the various institutions now administered directly by various government departments. This integration and consolidation would also help alleviate the present competitive relationships and overlapping offerings among institutions. Each institution should develop an institutional philosophy of education - not indeed a tight set of strictures on specific courses and specific programs to be offered - but the development of a general philosophy that can serve as a guideline in the development of departmental programming involving a number of courses.

Along with reducing competition among institutions, greater transferability and co-operative programming should be encouraged. If individual advancement through the various levels of education is to be facilitated, many of the barriers between these levels must

be eliminated such as those which exist between high school and college or between college and university. Why shouldn't an individual be able to package a program from more than one source, institutional and non-institutional, in preparing his own educational program package? The mechanics of this suggestion are further discussed in Recommendation 6, relating to the establishment of the Alberta Academy (*Chapter 3 - Continuing Education in Manpower Development*).

In addition, present institutions must be encouraged to develop, to a greater extent, satellite programming outside the time and facility of their present framework. Greater efficiency of administration of the province's institutions would also result from this increased use of a satellite campus concept wherein all institutions not now designated as colleges or universities should be established as either community colleges or satellite subsidiaries of established community colleges or technical institutes. An institution could begin as a satellite campus and, through community involvement and increased demand for educational programs, be admitted later as a fully dependent community college. The final criterion for full autonomy should be the ability of a college to offer a wide range of educational experiences and services to the community and within its institutional framework.

One of the greatest difficulties involved in a program of college development lies in the problem of judging whether a community can adequately support a college or school, especially in such support areas as administrative services (accounting, records, payroll), program development and student services (counselling, learning skills assistance, employment placement, and research activities). The use of a satellite campus concept, preceding the establishment of independent colleges, allows a gradual evaluation of this support factor. As an example, a community such as Peace River may express a need for educational activities at a number of levels. The provision of pilot courses and classes could be established as a satellite activity from Grande Prairie College. With increasing community enthusiasm and participation, further courses and campus facilities could be developed, growing to the point where this satellite college could be established as a community college with complete autonomy as an independent member of the post-secondary institutional community. The same criteria could be established in various long-term rehabilitative institutions within the province. An example of this capacity might be the development of a campus activity such as is now being pursued at the federal Penitentiary in Drumheller.

The following are recommendations, then, relating to the nature of relationships between various post-secondary institutions and their satellite relationship to established technical institutes and community colleges.

RECOMMENDATION 31

THAT a more extensive post-secondary jurisdictional co-ordination be initiated in Calgary through the incorporation of governance of the Alberta Vocational Centre, Southern Alberta Institute of Technology and Mount Royal College under a common Board-of-Governors.

RECOMMENDATION 32

THAT a more extensive post-secondary jurisdictional co-ordination be initiated in Edmonton through the incorporation of governance of the Alberta Vocational Centre, Northern Alberta Institute of Technology and Grant MacEwan College under a common Board-of-Governors.

RECOMMENDATION 33

THAT the Alberta Vocational Centre at Fort McMurray be administered as a satellite campus of NAIT. With projected increases of population and of industrial development in that community, this institution might later be developed as an autonomous community college.

RECOMMENDATION 34

THAT the Alberta Vocational Centre in Grouard be administered as a satellite campus of Grande Prairie Community College.

RECOMMENDATION 35

THAT the Alberta Petroleum Industry Training School be administered as a satellite campus of the Northern Alberta Institute of Technology.

RECOMMENDATION 36

THAT the Alberta Forestry Technology School at Hinton be administered as a satellite campus of the Northern Alberta Institute of Technology.

RECOMMENDATION 37

THAT the Agricultural Colleges in the provinces be restructured to serve a broader range of community needs, as autonomous community colleges or satellite campuses to established institutions, such as Olds Agricultural College to SAIT, Vermilion Agricultural College to NAIT, and Fairview Agricultural College to Grande Prairie College.

RECOMMENDATION 5 (REPEAT)

THAT all post-secondary educational jurisdictions (community colleges, universities, Alberta vocational schools, technical institutes and agricultural colleges) be encouraged to develop and present a more extensive, flexible satellization of educational services and leadership outside their regular campus jurisdictions in such locales as rural communities, Indian reservations, senior citizens' homes, provincial gaols and long-term rehabilitative institutions - co-ordinated through advisory Regional Education Councils and administered by regional co-ordinators of the proposed Division of Continuing Education.

B. Program Development

If there is to be less competition and greater transferability among institutions, then there must also be changes in the programs offered to students. It is the opinion of the Task Force that a *career ladder* approach should be adopted, showing a modular approach to education wherein shorter units are offered at all levels, with an integration between each module, or unit, of education and the next. This would allow an individual to drop in and out of school according to his own desires, abilities, and life conditions and to carry on from one form of certification to another, building upon past studies, with the assurance that many of past courses and programs undertaken would be transferable.

RECOMMENDATION 38

THAT each institution be encouraged to develop a distinctive philosophy of education and that programs be developed, replaced and eliminated under this philosophy and subject to criteria established by the Planning and Research Division of the Department of Advanced Education.

RECOMMENDATION 39

THAT greater transferability be established between all post-secondary institutions, and between programs within each institution, to provide for co-operative programming between institutions, allowing ultimate packaging of courses and programs from more than one institution into a certificate, diploma, or degree program.

RECOMMENDATION 40

THAT a "career ladder" approach be adopted by Alberta's educational institutions, using modular curriculum units to facilitate transferability from one program of study to another, and to facilitate easy access from one level of training to another, such as a certificate to diploma to degree, as an individual advances through various stages of occupational development - pre-employment; para-professional, technician, assistant, aide; professional degree; and post-graduate specializations.

There should also be more emphasis on continuing education programs, wherein men and women who work can undergo additional programs of education in their leisure time. Along this line there should be encouragement of a work study emphasis wherein an individual, while employed, can undertake course studies. Conversely, more use of work experience programs should be offered, wherein a student, enrolled in an institution, is encouraged and permitted to visit and work in various on-job settings. These combinations of institutional study would become a creditable portion of his studies. It would also necessitate a more extensive liaison with professional and occupational groups in the establishment of professional development services for these bodies. (These areas are further discussed in *Chapter II - Continuing Education in Manpower Development*, and in *Chapter IV - Industry-Based Programs of Manpower Development*.)

In the development of specific institutional programs, a crucial prerequisite is the planning involvement of the various shareholders affected by this planning - students, employers, professional and occupational associations, instructional staff and the general public. A more extensive establishment of Advisory Committees, attached to various programs, would assist institutions in preparing curricula which would best serve the needs of these groups. It would also provide a vehicle for ongoing evaluations and modifications in this programming. Another dividend could well be the development of more effective employment links between institutions and employers.

RECOMMENDATION 41

THAT Advisory Committees be established for each post-secondary institutional program of studies, consisting of representatives from student, instructional staff, employer, and professional and occupational groups, in program development and ongoing evaluation of curricula and programming.

Within the Department of Advanced Education the Planning and Research Division must also establish a close relationship with the Manpower and Labour Planning Secretariat in order that all program development can be based on reliable projections of societal need. Institutions can also judge which of their programs are successful in terms of the employability of their graduates through this liaison.

RECOMMENDATION 42

THAT a close liaison be established between the Planning and Research Division of the Department of Advanced Education and the Manpower and Labour Planning Secretariat to assure that, in the development of new programs, or the elimination or modification of present programs, that projections of societal need are introduced as variables in this decision.

The future will indicate how successful our institutions can remain in the training, retraining and education of our citizenry. It is hoped that educational jurisdictions will encourage and support programs which can expand offerings throughout the province and to populations not now served. These topics are the nature of discussion in *Chapter II - Continuing Education In Manpower Development* and in *Chapter VII - Manpower Development for the Disadvantaged*.

In the past, our province has placed an over-reliance on the responsibility of institutions in providing for training and re-training. It is hoped that, with the development of the proposed Division of Continuing Education, an integration and co-ordination of programming between institutions and this Division can facilitate a more uniform educational programming throughout the province.

CHAPTER IV

INDUSTRY-BASED INVOLVEMENTS IN MANPOWER DEVELOPMENT

In Alberta the utilization of industry and the private sector in manpower development has been limited mainly to participation through the apprenticeship system. It is the contention of the Task Force that this participation should be increased through provincial expansion of public-private co-operations such as Training On-the-Job, Training In-Industry, Work Experience, Work Study and Work Release, Internship and Articling, and Sheltered Workshops training involvements. The Task Force further recommends the establishment of a Division of Continuing Education within the Department of Advanced Education to expand governmental activity as a facilitating agency in this area.

A. Present System of Industry-Based Training in Alberta

1. Apprenticeship

The present provincial system accentuates use of the apprenticeship program for industry-based training. Under the Alberta apprenticeship system an agreement is reached between an individual trainee and an employer, with the Apprenticeship Branch of the Department of Manpower and Labour acting as the co-ordinating agency. During a three or four year training period (depending on the trade) the trainee will work most of the year on the job, under the guidance of a journeyman-tradesman; then for six to eight weeks each year he will attend a technical institute or community college to gain the theoretical aspects of his training. While the trainee is on the job he is paid at a rate determined agreement with the employer, usually determined through as a percentage of the journeymen's rate in that trade. When the trainee is attending the educational institution he is paid a training allowance by the Apprenticeship Branch.

At the end of his term of training, the new journeyman is granted a tradesman's certificate upon successful evaluation of his training. This evaluation is conducted both on-the-job and through a written examination designed by the Apprenticeship Branch and administered by the post-secondary institution.

Apprenticeship, though traditionally restricted to the engineering trades, can be applied to almost any skilled trade. Some examples of trades in Alberta are automotive mechanic, cook, baker, welder, partsman, floor-covering mechanic, beautician, and barber. In most cases an attempt is made to expose the trainee during his apprenticeship program to as many aspects of his particular trade as possible.

Support of the apprenticeship system is determined by the Adult Occupational Training Act of 1967 in which the Federal Government establishes agreements with the individual provincial governments, renegotiated each year through the Manpower Needs Committee. In Alberta's case the agreement provides for provincial arrangement and administration of apprenticeship training with the Federal Government providing the costs of training allowances during the times that the apprentices are in attendance at post-secondary institutions. These allowances are administered by the Canada Department of Manpower and Immigration.

2. Training On-the-Job (T.O.J.)

Training On-the-Job is a method of industrial training which, like apprenticeship, focuses on the training of one individual. It is often utilized in trades where there is no recognized apprenticeship program and for which small numbers of trainees are required. It is also useful for training that is not available in institutions.

Training On-the-Job agreements are established between an employer and the government - either the Provincial Government or the Federal Government. In the latter case, Canada Manpower agrees to pay 75% of the trainee's salary for up to 52 weeks, and the employer agrees to pay 25% of the salary and to provide training in a particular job skill. Curriculum for this training must be submitted by the employer to the Alberta Vocational Education Division, under the terms of the Adult Occupational Training Act.

Where the T.O.J. agreements are between the employer and the province, the Vocational Education Division and the employer share the cost of the trainee's salary on a 50/50 basis.

Most utilization of this method of training at present is by the Federal Government where Manpower and Immigration has accelerated support for Training On-the-Job programming in the past few years.

3. Training In-Industry (T.I.I.) or Vestibule Training

Training In-Industry is the term applied to programs provided in an industrial setting for more than one individual. In this case, also, sponsoring agencies are CMC or the Vocational Education Division, contracting with an employer for the use of his facilities and equipment and, in some cases, instructors. The trainees, however, are not necessarily hired by the employer, but are merely being trained on an industrial site. Trainees may or may not be employed after the course by the host employer. A current example of T.I.I. is the training of miners at Grande Cache where an agreement was established between the Vocational Education Division and McIntyre Porcupine for the use of McIntyre Porcupine's facilities and instructional help in providing eight-week programs of training.

In some cases T.I.I. and T.O.J. are combined; that is, a trainee might participate in a Training In-Industry program and then be employed of a 75/25 or 50/50 T.O.J. agreement.

4. Work Experience Training

Work Experience describes the program wherein an individual who is receiving his main course of training from an educational institution will undergo some learning or gain some experience in an industrial setting. Here again an agreement is reached with an employer for a form of T.I.I. or T.O.J. where Work Experience Training may take the form of employment of the student for part of each day or a number of days each week, or may involve transfer of funds for the use of the industrial site in a training in-industry capacity.

In the future, vocational training in high schools should shift more to work experience types of training, as recommended by the Report of the Commission on Educational Planning. This would have the advantage of limiting large public expenditures on industrial equipment within the school system but would still enable students to experience a number of skilled trade areas through a shift to a combination of an industrial arts emphasis within the school and creditable work experiences outside the school facility.

5. Work Study or Work Release Programs

Work study is the other face of work experience; that is, individuals who are regularly employed are released by the employer for blocks of training elsewhere than on the job. This training may be institutional or it may occur at another

plant or within another industrial setting. Work study training is largely directed toward job maintenance, upgrading or vertical mobility. It is more often applied at the management level where certain companies send selected personnel to other centres for conferences, workshops, or institutes, releasing them from their job duties for a period of time. Then again, some companies will pay or share the tuition fees of courses which are related to the employee's position and will improve his performance or general educational level. This latter case depends on the continuing education offerings available in that location. Consequently, improvements in continuing education systems would enable an acceleration of work study programs, and provide an excellent opportunity for employees to be upgraded or even retrained, while still employed, through work release arrangements with their employers.

6. Sheltered Workshops

Sheltered workshops provide both employment and training for groups of people who have some form of physical, emotional, mental or social disability. An example might be a group of paraplegics who could form such a workshop, or work for a particular company in which some form of allowance is made for their disability. Sheltered workshops are intended to provide some vocational skills while surrounding the trainee with a more tolerant atmosphere than may predominate in society at large during the term in which he may require a combination of training and social support prior to full entry into the regular work force.

7. Internship and Articling

Internship and articling both apply to the situation where an individual, having undergone the theoretical aspects of his training, learns the practical side of his vocation, working on-the-job under the direction of a practitioner already certified in that area. Medical internship and legal articles are the best known examples of such professional preparation which function in a manner not unlike an apprenticeship or a T.O.J. program.

In the application of these forms of private industry-based training in Alberta, most emphasis is, as mentioned previously, placed on apprenticeship. Training On-the-Job was initiated by Canada Manpower and Immigration and CMC has indicated a desire to accelerate these programs through individual contracts of a short-term nature, emphasizing blocks of training.

Training In-Industry appears to be the system favored by the Alberta Vocational Education Division. Work Study programs are not yet used extensively in industry but may accelerate as continuing education offerings become more extensive. In Alberta, at present, the mix of these various types of training is being examined and a trend can be seen toward this industry-based concept. These initiatives can provide for the province what the apprenticeship system is unable to; that is, providing trained workmen within a shorter time frame in response to a more immediate supply and demand structure. A further advantage is the savings realized within educational expenditures in the capital costs of vocational programs within schools and colleges.

Though industry-based training is being accelerated in the Province of Alberta, initiatives are rather sporadic and unco-ordinated. Some difficulty in leadership and direction of industrial training will continue until a delination of responsibilities has been made between the Departments of Advanced Education (more specifically, the proposed Continuing Education Division), and Manpower and Labour at the provincial level, and a more specific co-ordination of Federal Manpower and Immigration programming with provincial initiatives.

B. Recommendations

Many of the difficulties experienced in the field of private and industry-based training in Alberta could be alleviated by recommendations made in earlier chapters of this paper concerned with administrative structures. The lack of integration of defined leadership and direction limits the effectiveness of training programs in reacting to the needs of industry. The administrative organization suggested by this Task Force would integrate jurisdiction for training needs identification within the Department of Manpower and Labour, making possible a more systematic approach to planning and a more vigorous leadership in supportive manpower development activities. To reiterate, all jurisdiction for identification of industrial training needs would rest with the Department of Manpower and Labour, as would post-evaluative research. But liaison with industry in the development and implementation of programs of industry-based training in the development of the total training delivery system would be the responsibility of the Department of Advanced Education through its Division of Continuing Education. The contact with industry by the institutions of training for the purpose of curriculum development should be through specific Advisory Committees structures for that purpose, and through regional co-ordinators for the proposed Continuing Education Division contracting with technical institutes, colleges and universities for specific program development, instruction, and certification.

The present state of federal-provincial involvements does present difficulties for industrial training in the province. Funding agreements appear to function best as they relate to apprenticeship, but Training On-the-Job and Training In-Industry agreements do not operate so smoothly. Where T.O.J. arrangements are made by direct negotiation between CMC and the employer, the provisions of the Adult Occupational Training Act are subverted when curricula are not presented to the Vocational Education Division of the Department of Advanced Education prior to implementation. Though Canada Manpower's emphasis on Training On-the-Job is most laudable, the province is not sufficiently involved in the planning or the implementation of these programs; many agreements occur without the knowledge of the province. This must not continue. As indicated in Chapter VI, the Provincial Departments of Manpower and Labour and Advanced Education must maintain extensive influence over all industry-based training within Alberta.

Alberta's present reliance on the apprenticeship system makes it difficult for the province to react to immediate manpower needs; the rigid three or four-year training period discourages adaptation to the changing demands of industry. Consequently, the Task Force proposes the development of shorter, industry-based modules of training in the province.

But many changes are also required within the apprenticeship system itself. Many of the regulations and much of the curricula and evaluative tools are out-dated and must, at the very least, be modernized. In addition, departmental control must be altered. At present educational institutions conduct theoretical training but all curricula and examinations are developed by the Department of Manpower and Labour. Some members of the institutions feel that curriculum development and the evaluation of student progress and achievement within the institution is best left to professional educators.

The trainees as well as the educators question the relevance of much of the course material. Many programs are so encompassing in content that much of the obligatory training seems inapplicable to some trainees. A convenient example is carpentry, where an apprentice is required to learn everything from large framework construction to cabinet-making. He may, however, plan to be involved only in industrial construction with no foreseeable need for skill in cabinet-making. It is questionable whether this kind of emphasis should be mandatory. Individuals, if a choice were presented, may wish to undertake shorter, less thorough, more employment-oriented programs of training and avoid much of what seems irrelevant within apprenticeship. More attempt should be made to develop such alternative programs of training.

Training On-the-Job and Training In-Industry arrangements provide many benefits complementary to the apprenticeship system, directed to immediate industrial manpower needs. Moreover, these

are a welcome alternative to institutional training, decreasing educational costs by avoiding the use of expensive institutional facilities. They allow close contact with industry, business, and labour and professional associations so that curriculum can be kept up-to-date and employment opportunities enhanced.

RECOMMENDATION 43

THAT jurisdictional responsibility for Apprenticeship and Tradesmen's Qualifications implementations be transferred from the Department of Manpower and Labour to the proposed Division of Continuing Education within the Department of Advanced Education.

RECOMMENDATION 44

THAT more emphasis be placed on private and industry-based modes of training involving Training On-the-Job, Training In-Industry, Work Study, Work Experience, Sheltered Workshops, Internship and Articling, and Apprenticeship activities.

Liaison between training programs and actual industry operations should be improved in the province. With the methods of industrial training advocated here, contact with industry is maximal including a much-expanded use of industrial facilities as the site of training programs facilitated by the Division of Continuing Education, often in co-ordination with training institutions. Liaison with industry in identification of training programs would in most cases rest with the Training Branch of the Department of Manpower and Labour.

RECOMMENDATION 45

THAT there be greater consultation with industry in the development and execution of training programs through the Training Branch of the Department of Manpower and Labour (identification of training needs) and the Continuing Education Division of the Department of Advanced Education (program development and implementation).

RECOMMENDATION 46

THAT more extensive co-operation be initiated by the Division of Continuing Education between various companies within the same industry in the development and presentation of curriculum, utilizing these as resources for instruction and training sites for a wide spectrum of training programs involving a number of combinations of industry-based and public training.

At present a more flexible approach to industrial training is required involving a co-operative effort by industry, institutions, government, and the trainees themselves. An example of a successful program utilizing such co-operation is the Motor Transportation course at Mount Royal College in Calgary; a short-term course in driving is presented partly on campus with classroom instruction, and partly off campus involving actual truck-driving experience. Instructors and administrators are recruited from the industry, and trucks and buses are loaned or rented from operating businesses. In establishing this program various companies co-operated in this venture by donating or renting equipment and supplying instructors. The graduate of this program is employable largely because of the close contact maintained between the educational and industry jurisdictions; the curriculum is developed by an employer, or consortium of employers, who have, from the start, an interest in employing the trainees. During the program there is greater interest in, and scrutiny of, the trainees and consequently a greater chance of employment than if the course were developed by the institution alone.

Community Services, or Continuing Education Divisions, can play an important role in this expanded co-operative venture. In Ontario, community colleges and technical institutes provide curricula, instructors, certification and program evaluation for training programs within Community Services departments. Should this rationale be implemented in Alberta, these departments would have a more expanded function relating to industrial training beyond their present emphases on night school credit and non-credit courses offered largely within the institution itself.

At present, industry tends to pass on its training requirements to the Department of Advanced Education with the request that the technical institutes, colleges, or universities develop a program. There is little corresponding reliance upon labour or professional associations for the training of their own members. Yet Labour groups have developed educative programs on their own initiative, and many professional associations encourage professional development programs while members are employed. A co-ordination of these efforts with those of government and industry would be desirable.

RECOMMENDATION 14 (REPEAT)

THAT professional, occupational, trade, volunteer, community, industry and business involvements be more actively pursued in the development and presentation of continuing education activities for their memberships and that more extensive assistance be provided to these groups in the development, presentation and evaluation of a wide range of programs, such as initial pre-employment training, training on-the-job, training in-industry, post-graduate certifications, work study, initiatives and specific educational events (conferences workshops, seminars, short courses).

The improvements sought in private and industry-based training could be facilitated by the introduction of a new form of programming - block or modular types of instruction. In block training the course material is broken down into units, or blocks, each of which is a unit in itself, but which fit together to form a total aggregate for certification purposes.

It is through the adoption of block training that the apprenticeship system can be modified to fit harmoniously with other systems of training and to meet the more immediate needs of the labour market in Alberta. The entire range of planning, delivery and regulations relating to apprenticeship should be restructured so that the subject matter of each trade would be broken down into short pre-employment blocks; with the completion of each block, the trainee would be equipped to function professionally in a specific area of a trade. He would be certified for each unit until a total aggregate of units was completed, at which point he would be eligible for journeyman status. More flexibility in, and perhaps elimination of, indenture requirements would be essential in this system.

The advantages of this block form of apprenticeship are many - for one, the continuation of the program would be voluntary; many workers might discontinue their training at the early stages, but would still be certified in particular areas. Immediate labour needs could be met, as the blocks of training could be developed, with the labour market as a prime consideration. And the total industrial training field in the province could be integrated by this means, as other courses (T.O.J., T.I.I., Work Experience) could be developed and integrated as blocks or units within the apprenticeship package. Block training, finally, allows much more scope for individual choice in methods of training, diminishing the serf-like aspects of apprenticeship wherein the apprenticeship is "bound" for three or four years until he completes his entire program. Starting with the completion of his first block, the trainee has a recognized stature in the trade and only enhances this by completing successive units to a final journeyman certification. To facilitate this flexibility, the Task Force has recommended integration of all industry-based training, including apprenticeship, within the proposed Division of Continuing Education in Advanced Education.

These changes would allow a greater trainee involvement in the nature and extent of his educational preparation in which he can choose course units, tailored to his specific occupational needs. Should these units be certifiable and creditable to further certifications, the *career ladder* concept (referred to in Chapter III) will have become a reality.

RECOMMENDATION 19 (REPEAT)

THAT short, modular educational courses, units and blocks be developed and utilized within all educational jurisdictions at all training levels from pre-employment through to post-graduate specializations and certifications, and implemented in a variety of settings and employing a variety of personnel and facility resources, in assuring that individuals will not be forced to leave or postpone employment or incur excessive indebtedness in order to benefit from further education and training.

RECOMMENDATION 47

THAT the apprenticeship system be extensively restructured to incorporate block training in which training blocks or units are presented, certified as units, and creditable to final journeyman certification.

RECOMMENDATION 48

THAT the principle of internship be expanded as a component of training, both at the trade and at the professional level, prior to formal certification and licensing.

RECOMMENDATION 49

THAT professional educators within various training and educational jurisdictions be involved extensively with the Division of Continuing Education and industry in the development of specific units of training and their integration into further journeyman, diploma, and technology certifications.

This integration and flexibility of programming does not mean that the total length of training programs will decrease. The initial term of training required for diplomas, certificates or degrees may well decrease in length but there would probably be a correspondingly greater emphasis on further specialization, professional development and post-graduate certifications from the trade through to the professional level. In fact, total individual involvement in training - industry-based, in institutions, or in combinations of both - will probably increase the total time in which individuals will, in the future, involve themselves in training, retraining, upgrading, and updating in a recurrent manner throughout their lives.

It is hoped that the recommendations presented in this chapter would provide a more flexible training system in Alberta, involving both the private and public sectors in a more co-operative liaison in training and retraining our manpower force. These changes should provide a more effective link between schooling and work.

Changes in many work situations will be required to facilitate the above program flexibility. Management and labour should both encourage, through agreement and negotiation, situations in which employee rights to work release, sabattical leave, and other co-operative arrangements for retraining, upgrading, and updating are ensured without the necessity of employment termination.

RECOMMENDATION 50

THAT employer-employee work agreements, negotiations and legislation provide more extensively in the future for flexible work release and sabbatical leave arrangements by which employees in all work jurisdictions may enjoy the right to participate in training, retraining, upgrading and updating educational activities without discrimination, penalty, or loss of employment.

CHAPTER V

SEASONAL AND AD HOC PROGRAMS OF MANPOWER DEVELOPMENT

Seasonal and ad hoc programs of training and employment are developed at certain times of the year or under certain extraordinary conditions, sometimes as appendices to ongoing departmental programs. Their purpose is to provide a short-term, often interim, solution through training and employment programs to such conditions as unemployment, unavailability of training courses, or inadequate manpower skill levels which surface more extensively at certain times of the year or for certain segments of the population. The implication in these arrangements is that the policies and procedures established for these programs are not ongoing efforts within regular departmental programming, but are short-term and terminal in nature. Although programs may be extended or reviewed the next year, they do not become part of a regular public service function.

The following are some programs of this sort which have been carried out in Alberta during the past two years:

1. The Provincial Student Temporary Employment Program (STEP) and the Federal Opportunities For Youth (OFY) were presented during the summer holiday months to provide employment for students in ad hoc programs with the implication that these initiatives would end after the summer months.
2. Priority Employment Programs, consisting of an employment program (PEP), in which programs of employment were extended and accelerated during the winter months, and training programs (PETP), prepared during the months of January through to May for the large number of people unemployed at that time of year.
3. Local Initiatives Programs (LIP), although not limited to a certain time of year, has been initiated by the Federal Government to provide employment and project services of a short-term nature to a variety of populations, with emphasis on disadvantaged groups.
4. The New Horizons Program of the Federal Government was introduced to provide a vehicle for the aged to engage in positive ad hoc involvements.

Federal Training On-the-Job programs were accelerated during the past two winters in Alberta and thus made an impact as seasonal programs. However, they are regular, ongoing efforts within Canada Manpower which were simply extended in an attempt to adjust to seasonal needs.

The major provincial efforts to meet these same needs were PEP and PETP. This chapter will be mainly concerned with an evaluation of PETP - the Priority Employment Training Program - and with recommendations for further provincial involvement in seasonal training programs.

The PET Program, conducted by the Division of Vocational Education within the Department of Advanced Education, was initiated in 1972 and again in 1973 to provide programs of training for individuals at that time of the year when unemployment is traditionally at its highest peak. The rationale of these course offerings was that they would present skilled training of a short-term nature in those areas where:

1. the economy would require skilled manpower and for which there was an identified shortage of personnel; and,
2. where individuals, who might not be employable because of low skill levels, through enrollment in these courses, would enhance their opportunities for employment.

The province was divided into two regions - northern and southern - and, drawing on the resources of the post-secondary institutions and local school boards, programs were developed and presented to the public, usually of a sixteen-week limit, beginning in January and ending in April.

Allowances were paid to individuals using the regular scale of financial assistance available through the Vocational Education Division. In 1972, training places were made available in a variety of programs and in the final analysis just over 160 programs were presented for approximately 3,300 trainees in the province.

In order to be eligible for the PET Program, individuals were required to meet the following criteria:

1. Resident in Alberta for a minimum period of twelve months. Exceptions to this regulation were those individuals on Health and Social Development allowances who were required to be in the province for only six months to be eligible for assistance. Individuals who were eligible for Unemployment Insurance allowances were allowed to retain these benefits during their terms of training in certain PETP courses.
2. Unemployed and actively seeking employment.
3. Out of the regular school system, both public and post-secondary, since the previous June. This was to prevent individuals dropping out of the regular institutional program to enroll in the PET Program with its more attractive financial support characteristics. Future reactions to these conditions could be that individuals may not enroll in September, but simply wait until January in anticipation of a PETP renewal.

Recommendations

Positive aspects of last year's PET Program appeared to be as follows:

1. Programs and allowances were made available to individuals and groups who previously may have been unable to benefit from training programs due to employment, unavailability of programming, and/or lack of financial assistance. This was especially true for certain disadvantaged populations.
2. Provisions were made for programming at that time of year when unemployment is traditionally highest in the province.
3. Responsibility for PETP administration and planning was decentralized to the institutional level to a great extent, with the Vocational Education Division providing leadership to the institutions in this programming. The result was a flexible approach to programming and procedures at the delivery level.
4. The program introduced flexibility in terms of personnel, location, consultations with industry, and financing - often an inadequate component in regular institutional functionings.

However, there were difficulties in last year's program. The following recommendations are designed to offset some of these.

Any program, to be successful, requires a strong planning capacity. This was established on a tentative basis through the Department of Manpower and Labour, working in co-ordination with the Division of Vocational Education through an interdepartmental committee in the past two years. However, the stronger planning role advocated in earlier chapters for the Department of Manpower and Labour should also carry on to seasonal and ad hoc programs. Moreover, just as with other programs of manpower training and retraining, liaison must be established with the various shareholders in training programs - industry, the institutions, and the various agencies of the provincial and federal governments - in planning for programs such as these.

RECOMMENDATION 51

THAT the Department of Manpower and Labour be involved in a planning capacity for seasonal and ad hoc programming with actual implementation and educational programming the responsibility of the proposed Continuing Education Division of Advanced Education. This implies a close liaison between these two departments and the establishment of an interdepartmental committee as was the case in the past two years.

RECOMMENDATION 52

THAT early seasonal program planning and communication to educational institutions and agencies be initiated to prevent crash programming as was somewhat the situation in the past two winters.

RECOMMENDATION 53

THAT advisory committees consisting of academic and business representatives for curriculum planning be developed early in the curriculum planning process for seasonal and ad hoc programs.

RECOMMENDATION 54

THAT seasonal extensions of federal programs be more extensively co-ordinated with provincial seasonal programs to ensure a greater compatibility of programming in Alberta.

Recommendations 82 and 83 in Chapter VI would ensure a more extensive role for the province in federal seasonal initiatives, and co-ordination of seasonal programs of the two levels of government through sub-committees structured for that purpose.

The nature of the PET Program has implied employability for those individuals who did register in the courses and, although the programs were established to make enrollees more employable than prior to involvement in a course, this may not have proved the case due to the following variables:

1. Background research on course offerings and their demand as a skill requirement in Alberta was inadequate. Some courses were simply poorly constructed - others were ill-conceived as offerings in total.
2. Assistance in choice of programs was not adequately presented through counselling and career planning activities.
3. There was a lack of emphasis on other factors bearing on employability, that is, life skill deficiencies which may have been the real reason for an individual's non-employability. These might relate to such factors as personality or situational difficulties which could be dealt with in such course programs as Learning Skills, Career and Vocational Decision-Making, and Communications Skills.
4. Efforts at placement of individuals upon termination of the program fell short of requirements.

RECOMMENDATION 55

THAT more emphasis be placed on manpower requirements research be established by the Department of Manpower and Labour well before the initiation of any seasonal or ad hoc training program within an institution.

RECOMMENDATION 56

THAT more emphasis be placed on vocational counselling and career planning to assist applicants in a valid choice of program prior to the initiation of all training and educational program studies.

RECOMMENDATION 22 (REPEAT)

THAT a more extensive presentation of Life Skills programming be integrated where operationally possible within continuing, full-time, seasonal and ad hoc educational programming and involving such areas as personal money management, family relationships and parenthood, learning skills, career and vocational decision-making, leisure time utilisation, effective interpersonal relationships, and communications skills.

RECOMMENDATION 57

THAT a more adequate emphasis be established on the placement function at the termination of all programs of training and educational programs.

In PETP there has been an inadequate co-ordination of activity between the various agencies and levels of provincial and federal governments. Although these were involved in initial planning for the PET Program, in the actual administration many difficulties did occur. This occurred in the granting and combining of allowances from a number of sources such as Unemployment Insurance, Health and Social Development, and Indian Affairs. Although Canada Manpower is required to consult with the provincial government in the initiation of Training On-the-Job programs, in the acceleration last winter of their program this provision was not adequately adhered to. Consequently, communications did break down to a certain extent in the unilateral administration of both the PET and Training On-the-Job Programs. The result was that difficulties did arise in many individual cases in the combining of assistance and programming from a number of sources.

In certain situations, PETP and seasonal programs can disrupt regular, established programming and procedures within the post-secondary institution. This was the case to some extent with discrepancies between allowances; those made available for PETP enrollees were far more attractive

than the financial assistance provided for those individuals who were involved in long-term programs within the institution. This inequity was further magnified in that many PETP students were attending classes in which regular students were enrolled. This disparity in assistance may, in fact, not be warranted in that individuals in these short-term programs may not be any more employable than the graduate of the seasonal program, but must go through the route of repayable loans to finance their education.

With the initiation of the PET Program a large number of instructional personnel were required. This is a potential area of conflict within the institution regarding the extent to which the institution employs outside personnel instead of regular staff for the PET Program.

A third area in which the seasonal program can be disruptive to the institution is in the maintenance of standards in curriculum and staffing. If these difficulties are not anticipated early in the year and provisions made for a co-ordinated initiation of seasonal programs, a program such as PETP can end up as a second-class appendage to regular programs at the institutional level.

RECOMMENDATION 58

THAT the administration of seasonal and ad hoc programs in all aspects be decentralized to the institutional delivery level, where possible, under the co-ordination of the proposed Continuing Education Division. (This is illustrated especially in the case of payroll procedures where centralization of allowance payments led to unnecessary delays of up to one month in distribution of cheques last year.)

RECOMMENDATION 59

THAT procedures for the granting of credit and transferability for seasonal and ad hoc programs be established so that course offerings are not completely separate from regular programming within institutions.

RECOMMENDATION 60

THAT programs of a seasonal and ad hoc nature be established and conducted through Continuing Education Departments of the various post-secondary and school board jurisdictions in co-ordination with regional co-ordinators of the proposed provincial Division of Continuing Education.

Last year, administrative difficulties arose which must be dealt with. Procedures relating to determinations of eligibility, delivery of cheques, eligibility for certificates, attendance records, payment of

student fees, and other aspects of the actual administration of programs presented problems to the specific institutions, many which are unaccustomed to this type of ad hoc programming. On occasion, abuse of regulations associated with the granting and administration of training allowances did occur. This was often reflected in poor effort and poor attendance by some students, leading to a general erosion of standards for certain courses. Although guidelines were established for the granting of allowances, tuitions, and books, in certain cases eligibility for these allowances was more loosely administered in the PET Program than during the regular administration under the Vocational Education Division. Consequently, some students of dubious eligibility were granted assistance whereas they may not have been under a more uniform administration of established allowance procedures.

On the other hand, many students were not granted admission to the PET Program because they were obviously ineligible for allowances. This implies that seasonal programming is designed solely for economically disadvantaged persons. However, this is not the only segment of the population that could benefit from such training. Arrangements should be made for the inclusion of fee-paying students in future seasonal training programs.

RECOMMENDATION 61

THAT more adequate co-ordination of the administrative details relating to attendance, the granting of allowances, payroll procedures and the determination of allowance eligibility be established well before seasonal and ad hoc programs begin.

RECOMMENDATION 62

THAT stronger emphasis be placed on the maintenance of standards of student achievement, attendance, and performance in order that adequate academic standards are maintained in seasonal and ad hoc programs, and in order that the certification granted at the termination of these courses will have relevance for employment and transferability to other courses and institutions.

RECOMMENDATION 63

THAT procedures related to the granting of allowances for seasonal and ad hoc training programs be those which have been established by the proposed Student Finance Branch, and that these procedures be strictly adhered to in determining the eligibility of individual students.

RECOMMENDATION 64

THAT places in all seasonal and ad hoc programs be made available to fee-paying and part-time students.

Since the PET Program implied greater student employability upon the termination of course studies, it is essential that in further offerings of the PET Program that the experience of these students somehow be monitored. Last year's special PEP research, prepared for the Department of Advanced Education, was inadequate in this area in that there was no follow-up study of the placement and employment experience of individuals enrolled in the PET Program.

RECOMMENDATION 65

THAT a special PETP research be undertaken as an integral part of ongoing seasonal and ad hoc programs, conducted by the Department of Manpower and Labour as an extension of the placement activity associated with these programs, and established as part of the planning capacity for future programs.

Implicit in the above recommendations is the recognition of the desirability of continuing PET programming. Seasonal programs can make a positive contribution to the province by reducing the number of individuals who are unemployed at certain times of the year by presenting these individuals with skills which will be useful to themselves and to the economy.

However, the employment difficulties of disadvantaged groups should not be treated simply as seasonal problems, but should be dealt with on a more regular, ongoing basis. With a more extensive manpower development capacity in the Department of Manpower and Labour, ad hoc and seasonal training programs may be limited to increasing the availability of ongoing programming and maintaining regular allowance policy, curriculum procedure and academic standards. In fact, if programming is occurring properly throughout the year, as part of an integrated, continuing manpower development program for the province as a whole, ad hoc and seasonal programs as extraordinary efforts should not be required at all. All that would be necessary would be simply adjustments to regular programming at certain times of year. The very positive reaction of the post-secondary institutions to last year's PET Program would seem to indicate their willingness to make these adjustments in their regular programming to accommodate seasonal initiatives.

RECOMMENDATION 66

THAT funding be provided on a continuing, rather than a seasonal or ad hoc, basis for manpower development programs for the disadvantaged, recognizing that the training and employment difficulties which these groups experience are of a more chronic nature.

CHAPTER VI

FEDERAL-PROVINCIAL INVOLVEMENTS IN MANPOWER DEVELOPMENTA. Present System of Federal-Provincial Co-operation

Alberta's manpower development is not a function solely of decisions made within the province, but is profoundly affected by Federal Government policy in this area. This dates mainly from the creation of the Federal Department of Manpower and Immigration in 1966 which amalgamated the activities of citizenship and immigration, technical and vocational training, vocational rehabilitation, manpower consultative services, and employment stabilization programs.

The Adult Occupational Training Act provided for the expenditure of Federal monies and resources in the following areas:

- training (allowances and tuition fees) through apprenticeship, in-industry, on-the-job, and within institutions
- manpower research
- the establishment of Occupational Training Committees

1. Manpower Needs Committee

The statement in Section 13, establishing Occupational Training Committees, reads as follows:

"The Minister may, at the request of the Government of a Province, join with that Province in the establishment of a joint committee to assess manpower needs in that Province."

These Committees, which are now termed as Federal-Provincial Manpower Needs Committees, are the real mechanisms for Federal-Provincial co-operation in manpower training. In addition to the identification of manpower needs, they discuss the development of training programs within the provinces and provide a base for purchases and implementation of specific programs.

Manpower Needs Committees are organized and operated in various ways in the provinces. Until 1970, Alberta participated in a Prairie Regional OTA 13 Committee and then

separate committees were established for Alberta, Saskatchewan, Manitoba, and the Northwest Territories. In general, each year, at least two joint planning meetings are held - one early in the fiscal year to consider operational details, and the other in the autumn to discuss economic outlook information. In 1971 and 1972, however, there were three meetings of the Alberta Committee.

Leadership of the Alberta Committee is now undertaken by the Deputy Minister of Labour for the Department of Manpower and Labour, and by the Deputy Minister of the Department of Advanced Education. The Committee includes representation from the Departments of Agriculture, Health and Social Development, and Industry and Commerce, as well as the Director of Apprenticeship from the Department of Manpower and Labour.

2. Canada Manpower and Immigration

In 1966 Canada Manpower Centres were established throughout Canada to perform those activities formerly carried out by the National Employment Service and to facilitate in the next year the implementation of the Adult Occupational Training Act.

Functions are directed by an Assistant Deputy Minister of Operations with headquarters in Ottawa. Regional offices, each headed by a Director-General, are located in Vancouver, Winnipeg, Toronto, Montreal, and Halifax. CMC activities within Alberta are directed from the Winnipeg Regional Office.

There is no formal channel of communication between the Government of Alberta and the Department of Manpower and Immigration below the regional level, and there communication is largely limited to negotiations for training purchases. The Manpower Needs Committees, developed for discussion between the CMC and the provinces, and occasional conferences held for provincial and CMC representatives, provide the only formal interface opportunities. Locally there are informal communications between Government and CMC personnel, but such liaison depends primarily on the initiatives of individual personnel.

The Department of Manpower and Immigration has, under its jurisdiction, a number of activities. A brief listing of its functions will indicate the scope of its involvement in Alberta manpower development:

- a. Placement and related services, such as counselling and testing for workers and employers, including the development of realistic vocational plans. These services involve interviews, classifications and referrals, using primarily the General Aptitude Test Battery (GATB).

- b. Mobility Assistance, aiding individuals to relocate geographically in a locality offering employment opportunities. Mobility assistance can be in the form of exploratory, relocation, or trainee travel grants.
- c. Creative Job Search Technique program providing assistance in the techniques and procedures of effective employment search.
- d. Occupational training, which includes apprenticeship, training in-industry, training on-the-job, institutional training courses, basic education, language training, and vocational rehabilitation.
- e. Capital loan programs for the construction of occupational training facilities.
- f. Manpower research, statistical collation, and information dispersal.
- g. Co-ordination with the Unemployment Insurance Commission.
- h. Canada Manpower Consultative Services for employers and employees involved in industrial modifications.
- i. Immigration policies and administration.

The process by which CMC functions in Occupational Training within Alberta is initiated by negotiations within the Manpower Needs Committee to determine general current training needs. This is followed by a specific purchase process. The Winnipeg Regional Office determines which programs will be offered to trainees and then buys places in these courses, which are supplied mainly by the Alberta Department of Advanced Education. Purchases are made in advance of any course registrations by clients; no clients can be placed in any course for which a purchase has not previously been made. The Winnipeg Office has control over this process, basing decisions on the total current Canadian employment picture. Operationally this means, that in some instances, CMC will not obtain places in a provincial training program for Alberta trainees even though there are a number of job vacancies in that trade, electing often to fill those vacancies by bringing in unemployed personnel, already skilled in that trade, from another province under CMC mobility policy.

Moreover, the regional CMC office chooses the centres at which individuals will be trained (in Alberta at Government of Alberta Vocational Centres, Technical Institutes, Community and Agricultural Colleges). If one of these centres wishes to initiate

a training program on its own, there is no guarantee that CMC will purchase places in it. The main stipulation on CMC regarding the purchase process is the 90% rule – CMC is committed each year to purchasing 90% of their previous year's commitment in a particular program.

Once places have been purchased, the selection of individuals to fill them is the responsibility of the branch offices of CMC. CMC sponsorship includes a living allowance during the course of the training program, tuition fees, and book and material costs. Such extra fees as student union dues are not generally covered. Selection of individuals to receive these benefits is made according to the following criteria:

- a. *employability potential*: through an interview with a CMC counsellor, and the administration of the General Aptitude Test Battery (GATB), the applicant's occupational suitability and employability will be assessed with a view to enhancing his employability upon completion of a training course.
- b. *eligibility of training course choice*: the course desired by the applicant must be less than 52 weeks in duration. In some cases in which individuals enroll in courses that are longer than 52 weeks, CMC will sponsor up to the 52 week limit and the province is expected to assume sponsorship for the remainder of the program. An exception to this rule occurs where the required training is a combination of up to 52 weeks of academic upgrading and up to 52 weeks of pre-employment training; in such a case sponsorship is possible to a maximum of 104 weeks.
- c. *position in the labour force*: the individual must have been out of school for one year before his application for CMC sponsorship and must have accumulated a total of one year's work experience within the labour force (until this year's amendments to the Adult Occupational Training Act, three years of total work experience were required).
- d. *educational level of applicant*: the individual must have an equivalent educational level of Grade 5.

The key-note of CMC sponsorship is employability and the decision to assist any individual is based on the question of his employability after course completion, although CMC sponsorship is not limited to the unemployed. Many persons who are sponsored were employed up to the point of entering their training courses. Decisions in such cases have to do with under-employment. If an individual with, for instance, a Grade 6 educational level is determined through CMC and interviews to have a

higher than Grade 6 aptitude and sufficient motivation, he would be eligible for academic upgrading or retraining even though he is employed. The object in such cases is increased vertical job mobility.

In Alberta, CMC sponsorship has been lower than in most other provinces for two reasons - firstly, the apprenticeship system in Alberta plays a more active role in training and retraining than it does in most provinces; and secondly, there have been fewer formal courses eligible for purchases within the regular school year in Alberta than in other provinces (i.e. until the initiation of the Priority Employment Program in the past two years).

Certain other projects are undertaken by CMC in manpower development outside of its regular course-purchase operation. Seasonal programs - Local Initiatives Program (LIP), Opportunities for Youth (OFY), and Training On-the-Job (TOJ) - operate in Alberta. In addition, certain other Federal Government programs may act in liaison with CMC. DREE and ARDA are programs of regional incentives and assistance which operate in particular parts of the province. One component of such assistance may be initiatives in training, channelled through the CMC regional or area office.

3. Recent Provincial Initiatives

There have been developments within the Province of Alberta which will affect the nature of Federal-Provincial relationships. The development of the Provincial Department of Manpower and Labour will mean further provincial involvement in the entire area of manpower development. Already steps have been taken on this provincial initiative. In the past two winters, the Government of Alberta initiated a special Priority Employment Program, which included an extensive seasonal training program and a winter employment program. During the summer of 1972 the Student Temporary Employment Program (STEP) was developed.

Another area of provincial involvement has been at the placement level through the development of institutional placement services, incorporated into some post-secondary institutions to assist graduating students. CMC has established some offices within institutions but in the main these services have been undertaken by the Department of Advanced Education.

Additional provincial involvement in placement is through the Employment Opportunities Program of Health and Social Development. This program registers employable Social Development applicants for job-seeking assistance concurrently with CMC.

The Department of Health and Social Development, Also through its Opportunity Corps Program, in certain special areas of the province, places welfare recipients on community work programs with a combination of work, counselling, and family assistance.

An increasing provincial involvement in manpower development, then, can be seen. This is in line with the Report of the Commission on Educational Planning, which predicts further developments in the entire area of work experience, training in-industry, and training on-the-job. Such developments may well involve increased provincial responsibility for training and retraining.

Subsequent to the Prairie Premiers' Conference held in 1972, Alberta's Premier Lougheed communicated to Prime Minister Trudeau his concern over the effectiveness of provincial input in determining manpower training needs and programs under CMC procedures. The Prime Minister's reply indicated his willingness to re-assess the matter. In line with this correspondence, recommendations were made to the province through the OTA 13 meeting in June, 1972, suggesting more flexibility and possible structural reforms of the OTA 13 Committee.

B. Recommendations

1. Federal Involvement in Manpower Training

This Task Force rejects the contention that training and education are distinctly separate processes. This interpretation appears to have been placed on the word *training* by the Federal Government to initiate its involvement in a field which is constitutionally within the jurisdiction of the provinces. The means of this initiation was the Adult Occupational Training Act of 1967 in which the word *education* does not appear; its synonym, *training*, is used throughout. Yet despite its insistence on the use of one term over another, we note that purchases of *training* courses by the Federal Government from the provinces are made from institutions which everyone agrees are institutions of *education*. By means of such semantic dissimilitude the Federal Government has advanced into a sphere of provincial jurisdiction. Along with this the Federal Government has introduced cost-shared agreements and direct grants as an incentive in the development of its training programs and their acceptance at the provincial level.

This rationale should not be acceptable to the Province of Alberta and this position should be presented in all negotiations on the subject of manpower development. Although we commend the Federal Government for its leadership and initiative in the past decade in the whole scope of manpower development, we contend that much of this activity is of provincial jurisdiction and, as the Provincial Government develops programs in this area, authority and funding support must be transferred back to the province.

RECOMMENDATION 67

THAT the nature of present provincial-federal agreements concerning federal involvement in manpower training and retraining, especially those related to the Adult Occupational Training Act - 1967, be renegotiated at the appropriate ministerial and federal-provincial level.

2. The Development of Provincial Manpower Services

It would be hoped that negotiated changes in the total nature of federal-provincial responsibilities in manpower development would lead to increased consultations with the province regarding all activities in the area of training and education. There would arise from this a re-orientation of those values which must form the frame of reference of manpower training. Planning would be conducted more in terms of Alberta needs and requirements than those determined nationally. There would probably be more emphasis on the needs of the individual and his career planning needs. Undoubtedly a decentralization of authority would occur. This implies that more provincial responsibility must be assumed for many of the functions now carried on by CMC.

Recently, the nature and success of CMC activities has come under increasing public scrutiny and criticism. Many individuals do not register with CMC for employment and many employers look elsewhere to fill vacancies. Nor can the many complaints regarding alleged lack of concern for the individual on the part of CMC personnel be ignored.

Shortcomings on the part of the agency primarily active in manpower development cannot help but be detrimental to the economy of the province. The total CMC service within the province should be thoroughly examined; then where gaps are found to exist, the province must extend its own services to fill them. The Provincial Department of Manpower and Labour should develop its own capacities to serve wherever CMC is not functioning adequately. This would involve the development of supportive components as discussed in *Chapter I - Administrative Considerations in Manpower Development*

of this paper. Regular placement services could be omitted only if this aspect of CMC services recovers a more extensive public acceptance.

RECOMMENDATION 68

THAT there be initiated a complete discussion and evaluation of the total Federal Manpower and Immigration service and rationale as it operates within the Province of Alberta, initially through the Manpower Needs Committee as a regular agenda item.

RECOMMENDATION 69

THAT there be developed in the Province of Alberta a complete manpower development capacity, capable of assuming responsibility for the following services conducted by Canada Manpower Centres, initially only to fill gaps and supplement CMC functioning, with the possible ultimate assumption of such duties and responsibilities as required - Training, Career Planning, Placement, and Manpower Research.

Until the Department of Manpower and Labour is fully developed, with adequate personnel and a detailed policy of manpower development, such development must be based on the maximization of existing structures and relationships. Within this existing framework, however, the province must still insist upon a reorientation of values. It must insist that policies and programs operating within Alberta for Albertans have as their focus Alberta needs and requirements. It must insist on a greater emphasis on people and their career planning needs rather than on the simple filling of job slots. It must strive for decentralization of Federal Manpower operations and for greater flexibility of programming. And it must demand specificity in agreements between the two levels of government through Manpower Needs Committee deliberations.

3. Decentralization of Manpower Development Services

It is generally accepted that the best means of implementing social programs is at the level of government closest to the people affected. Yet in the Federal Government's operations in the area of manpower development there is a definite centralization. CMC programs within Alberta are still directed from the Winnipeg Regional Office, and many crucial decisions are relayed to Ottawa. This centralization is detrimental to Alberta. Problems are bounced between the Ottawa and Winnipeg offices, involving in some cases considerable delay in decision-making, which is hardly conducive to program flexibility. Then, too, externally-made decisions often interfere with an amicable government-CMC liaison at the local level. The province must strive for decentralization.

RECOMMENDATION 70

THAT the Alberta Government press for the establishment of an Alberta regional office of the Canada Department of Manpower and Immigration with parallel authority to regional offices in Vancouver, Winnipeg, Toronto, Montreal, and Halifax.

4. The Machinery of Federal-Provincial Communications

It is important to the province that the channels of communication with the Federal Government in the area of manpower development be regularized. Change is necessary at the three present levels on which communication takes place if such communication is to be adequate. These levels are: firstly, meetings of provincial ministers with the equivalent federal minister, as well as deputy minister relationships; secondly, federal-provincial conferences; thirdly, the Manpower Needs Committees. In the case of the first two types of liaison, the Provincial Department of Federal and Intergovernmental Affairs should be included in any negotiations as the interface for the province. To further regularize such communications, it is suggested that all agricultural manpower programming negotiated between the Federal and the Provincial Departments of Agriculture be routed through the Provincial Department of Manpower and Labour.

RECOMMENDATION 71

THAT the Departments of Manpower and Labour and Advanced Education be established as the direct Alberta Government liaison bodies in the negotiation and signing of agreements, along with the Department of Intergovernmental Affairs, between the Alberta and Federal Governments in the area of manpower development.

The Federal-Provincial Manpower Needs Committee is the level of federal-provincial communications where most of the operational questions concerning manpower training programs are discussed. If this Committee is to be retained in that capacity, it is necessary that considerable change take place both in its structure and scope of discussion. The Manpower Needs Committee as now structured does not adequately provide a base by which training needs and requirements can be established within the province. Certain areas of Canada Manpower policy which are vitally important to manpower development within the province are not discussed through the committees. Then, too, this Committee does not provide adequately for ongoing discussions

and liaisons. Changes should be negotiated in the nature and the responsibilities of the Manpower Needs Committee in determining manpower needs and within the actual implementation stages of training.

RECOMMENDATION 72

THAT the responsibility of the Manpower Needs Committee be expanded to include discussion of all Canada Department of Manpower and Immigration activities within the Province of Alberta including unemployment insurance, mobility policies, placement, manpower research, aspects of immigration policy affecting the province, the extent and operation of language training within the province, and the training components of such related Federal initiatives as DREE, ARDA, and Indian Affairs programs.

RECOMMENDATION 73

THAT a permanent Federal-Provincial Manpower Needs Committee office be established in the Province of Alberta.

RECOMMENDATION 74

THAT the Federal-Provincial Manpower Needs Committee be chaired jointly by a representative from the Alberta Department of Manpower and Labour and the Federal Department of Manpower and Immigration.

RECOMMENDATION 75

THAT, within the Province, the Department of Manpower and Labour co-ordinate with the proposed Continuing Education Division of the Department of Advanced Education in Manpower Needs Committee pre-planning discussions.

RECOMMENDATION 76

THAT area sub-committees of the Manpower Needs Committee be established to act as the interface between Provincial and Federal Governments at the local implementation phase of manpower development programs.

5. The Canada Department of Manpower and Immigration

We have discussed above the pervasive dissatisfaction with the services presently offered by Canada Manpower Centres in the Province of Alberta. Recommendation 68 above voices the need for a complete discussion of those services, and Recommendation 70 for an Alberta Regional Office of CMC. The more specific problems related to Canada Manpower functioning are the subject of the following section.

The purchase process as presently operated is unsatisfactory. During the last few years, Canada Manpower has placed a greater priority on Training On-the-Job. This tendency has an undercutting influence on the contracted provisions stipulated by the Adult Occupational Training Act. Though CMC is bound by the 90% rule, it could in fact decrease more and more this type of expenditure. At any rate, the province must be given a more extensive role in the negotiation of non-institutional training programs initiated by CMC, such as training on-the-job and training in-industry. In these areas CMC has not consulted adequately with the province in the past. Such consultations should be made prior to any major shifts in priorities and programs.

In addition, CMC has shown an unfortunate tendency to by-pass provincial authorities and communicate directly with particular agencies within the Provincial Government, particular industries, and particular institutions. Instances have been noted in which CMC has directly initiated Training On-the-Job projects with employers for curriculum and programming not submitted to the Vocational Education Division for clearance. This process must be judiciously adhered to. In addition, all purchases made under winter training programs should become part of negotiated institutional purchases.

RECOMMENDATION 77

THAT all Training On-the-Job and Training In-Industry program proposals be formally submitted by employers to the Training Division of the Department of Manpower and Labour and referred to the proposed Continuing Education Division prior to implementation or submission to the Department of Manpower & Immigration.

RECOMMENDATION 78

THAT all new training course curriculums proposed by Canada Manpower be initially cleared through the proposed Division of Continuing Education.

With CMC, Canada is the unit of concern rather than particular provinces. This national emphasis manifests itself in CMC's geographic mobility program, which can sometimes work to the detriment of the province. This program assumes that potential employees are mobile and will move from area to area as the job market changes, or if training is necessary, that people will move to where that training is available. An unfortunate example is the Grande Cache experience, which could have been earlier perceived as an opportunity for on-job or in-industry training of unemployed Albertans but where CMC chose instead to fill jobs with miners from the Maritimes and Great Britain. Then, too, this geographic mobility program exemplifies another regrettable tendency of CMC - their business and industrial orientation rather than a concern for the needs of individuals. Their emphasis is on finding people for jobs, on filling projected labour demand as established by industry and their own research. Present trends in Alberta indicate that training must be adjusted to the needs of people as well as those of industry.

An orientation toward the needs of people assumes a greater involvement with individual assistance in terms of vocational counselling and career planning. CMC performance is unsatisfactory in these areas and the qualifications of many counsellors employed by CMC are inadequate for this service. Vocational counselling is social service assistance and should be undertaken only by counsellors extensively trained in this discipline and its practice. Vocational counsellor training should be expanded so that CMC offices and provincial manpower offices can be satisfactorily staffed.

Moreover, the present system of testing and classification as used by CMC is inadequate. The manner and extent of CMC utilization of the GATB cannot be educationally nor psychologically supported as a basis for career choice. More extended, individualized assistance is required, involving counselling beyond the mere communication of information and career categorization.

A related difficulty with CMC programming has been their focus on strictly skills training to meet the occupational needs of trainees. However, many individuals are unemployable not because they lack job skills but because they have difficulties of an emotional or social nature. Life skills programs have been shown effective in alleviating such problems. A more individualized orientation by CMC operations would permit a more extensive inclusion of such training in employability programs.

RECOMMENDATION 79

THAT, in the examination and evaluation of Canada Manpower activities in Alberta through the Manpower Needs Committee, special emphasis be placed upon the following principles (See Recommendation 72):

- (a) More extensive consideration of the needs of individuals in a full range of placement, training and career training possibilities;*
- (b) More extensive utilization of a career planning process involving a more adequate testing and counselling procedure for individuals prior to placement in training or employment situations;*
- (c) More extensive employment of counsellors with specific training and background in vocational counselling;*
- (d) More extensive purchase and inclusion of programming in such areas as employment orientation and life skills, both within regular occupational training programs and as units in themselves.*

Section 4 of the Adult Occupational Training Act reads:

"Canada will endeavour to arrange the enrollment in suitable occupational training courses of all adults in the province who wish to undertake such training and for whom there exists a good prospect of their earnings being substantially increased as a result of training."

The degree of latitude implied by this paragraph has not in fact been applied. Alberta might like to interpret it to mean that all adults desiring training should be assisted, but CMC places further strictures upon the selection of trainees. At this point the province has undertaken to provide training as a supplement and often after refusal of training support by CMC, thus subordinating provincial programming to a certain extent.

As CMC views itself mainly as a placement office rather than an agency of social assistance, it avoids, in its regular course-purchase process, sponsorship of a person who will not be employable upon termination of the training course. This leaves out certain disadvantaged groups. There is some federal assistance to the disadvantaged through the cost-sharing agreement with the province under the Vocational Rehabilitation of Disabled Persons Act of 1966, but in Alberta this assistance goes mainly to the physically and mentally disabled. Those

individuals with personal, emotional, family or other social problems, who can be termed disadvantaged, are not always eligible for CMC assistance.

There are other examples of inequity in CMC selection procedures. One is the requirement that individuals must have a minimum of Grade 5 to qualify for CMC sponsorship. This leaves out many illiterate or semi-literate individuals for whom training may be an essential personal development ingredient.

The limit of 52 weeks of sponsorship dictates what types of training can be undertaken. No university or diploma training is eligible. Even many courses of less than 52 weeks duration are not purchased. An example is last year's Priority Employment Training Program. Courses offered under this program were aimed directly at providing trainees for employment. Yet CMC failed to purchase more than a few of these courses. Again, if the emphasis were on people rather than on job slats, the criteria for sponsorship by CMC would show considerably more flexibility.

RECOMMENDATION 80

THAT future negotiation of programs for the handicapped under the Vocational Rehabilitation Act extend services significantly, beyond those with physical and mental handicaps, to those disadvantaged in a social, physical, emotional or mental sense.

RECOMMENDATION 81

THAT the province, through Manpower Needs Committee negotiation, re-establish criteria, as utilized in Canada Manpower procedures in the screening of applicants for CMC sponsorship in training programs, to place more emphasis on individual applicant needs.

Each year the Federal Government provides, seasonally, what is often called *surprise money*. This is devoted to special ad hoc manpower programming which has not been stated as part of policy or within negotiated Federal-Provincial agreements. Such programming tends to be of a *crash* nature, and little attempt is made at co-ordination with provincial seasonal programs. The failure of CMC to co-ordinate effectively projects such as LIP, OFY, New Horizons, and winter Training On-the-Job with provincial initiatives leads to a duplication of programming at certain times of the year. Confusion and inefficiency are created in budgetary planning and allocation of staff and facilities. More co-ordination of seasonal and ad hoc training programs is necessary at all levels.

RECOMMENDATION 82

THAT Alberta negotiate a more extensive role in employment creation programs such as LIP, OFY, New Horizons, and other ad hoc programming initiatives projected by the Federal Government.

RECOMMENDATION 83

THAT technical sub-committees of the Federal-Provincial Manpower Needs Committee be developed to co-ordinate specific activities of the Federal and Provincial Governments, such as seasonal and ad hoc employment programs directed at particular groups.

Canada Manpower initiates training and employment programs according to their determination of demand. Such determination is established on the basis of their national research in combination with the many employer-employee transactions that occur outside the CMC offices. Provincial programs, institutional placement offices, and private placement activities place many individuals who may never register with CMC. Consequently, CMC projections on placement, unemployment, and training needs are not necessarily accurate due to weakness in projections at both the Federal and Provincial level.

Moreover, there is little co-ordination between federal and provincial research, little regularized provincial input into CMC demand projections. Assurance of maximum benefits at the provincial level requires more use of Alberta resources in development of manpower research. The Department of Manpower & Labour should establish its own complete research body; it would then be enabled to co-ordinate more adequately with the Federal Government through the Manpower Needs Committee on the basis of its own forecasts.

Until such provincial research is disseminated, educational and vocational counsellors within the province find difficulty in getting manpower research information. Much of CMC's manpower research data which is supplied to their own local offices is not available to other counselling sources. The sharing of CMC research data would prove beneficial to these counselling personnel, at least until such time as the province disseminates its own information.

RECOMMENDATION 84

THAT, through the Manpower Needs Committee, manpower research data of the Federal and Provincial Governments be co-ordinated to arrive at more accurate projections of training demands within the province with supportive funding of such initiatives through Section 10 of the Adult Occupational Training Act.

RECOMMENDATION 85

THAT the manpower research data gathered by Canada Manpower be made available at the operational level to individual offices of Alberta vocational counsellors within a variety of jurisdictions.

RECOMMENDATION 86

THAT more post-evaluative research be established, concerned with all aspects of Canada and Alberta Manpower programming.

6. Federal-Provincial Financial Arrangements

At this point Alberta cannot afford to go it alone. A realignment of fiscal arrangements for manpower development is long overdue between the Federal and Provincial Governments. As the activities of the Department of Manpower and Labour are extended, negotiations should be carried on with the Federal Government regarding transfer of funding or equivalent tax credits. More interim federal funds should be sought for provincial seasonal programs and for manpower research.

A further source of difficulty is the co-existence of provincial training allowances with federal allowances such as unemployment insurance benefits, CMC training allowances and Indian Affairs assistance. Greater effort should be made to co-ordinate these allowances and decrease the considerable confusion that exists.

RECOMMENDATION 87

THAT the province negotiate transfer of funding or equivalent tax credits for the support of increased provincial activity in manpower development as replacement of and transfer of past federal programming in the area of training and employment (LIP, OFY, TOJ, New Horizons).

RECOMMENDATION 88

THAT all federal programs of student assistance, such as Canada Manpower training allowances, Unemployment Insurance benefits for students, apprenticeship and vocational rehabilitation benefits, be co-ordinated with assistance programs offered by the Alberta Government and through the proposed Student Finance Branch. Within this jurisdiction a comprehensive record of loans and allowances should be established to avoid duplications and abuses of assistance programs.

In conclusion, the Government of Alberta should make clear the fact that present federal-provincial relationships in manpower development are inadequate and, in many cases, reflect an intrusion of the Federal Government into areas of provincial constitutional jurisdiction. Thus, a three-stage activity is recommended for the Government of Alberta:

1. Maximization of fiscal arrangements and CMC services through negotiations within the Manpower Needs Committee to assure that present federal-provincial agreements are utilized extensively in Alberta.
2. Accelerated preparation of Manpower Development capacities within the Department of Manpower and Labour to provide the planning vehicle for supplementation of those manpower services not adequately provided for under #1.
3. Renegotiation and challenge of present federal-provincial agreements viewed by the Government of Alberta as intrusions into provincial constitutional jurisdiction, and a corresponding transfer of funds or equivalent tax credits to facilitate the province's extension into those areas of provincial jurisdiction for manpower development now performed by the Federal Government.

CHAPTER VII

MANPOWER DEVELOPMENT FOR THE DISADVANTAGED

One of the most challenging objectives of provincial manpower development programs is the successful involvement in these programs of disadvantaged Albertans. The disadvantaged are those who have special problems, creating for them extra difficulties in functioning satisfactorily in the social and economic system of our society. They are usually, as a consequence, educationally handicapped; their disadvantages often are related to common variables, which may be poverty, age, ethnic background, low learning ability, minimal academic achievement or isolation from centres of education and employment. Many may not qualify for financial assistance, but may have difficulty in enrolling in courses due to the fee-paying nature of many programs.

More specifically, Albertans in need of special programs are as follows: the physically, mentally and emotionally disabled; the middle-aged unemployed; those who are situationally handicapped, whether in rural or remote areas, or within prisons or other long-term rehabilitation institutions; those who have difficult ethnic or cultural adjustments to make, such as immigrants or native and métis populations; women, with both employment and educational difficulties; and, lastly, those who do not fit into any of the above categories but have long-term employment difficulties - the hard-core unemployed.

At present, programs of training for the disadvantaged operate within a number of provincial agencies:

- The Department of Health and Social Development provides social assistance for many disadvantaged persons. When it is determined that a recipient could benefit from a program of training, referral is usually made to the Division of Vocational Education or to the local Canada Manpower Centre.
- The Division of Vocational Education provides training allowances specifically designed for disadvantaged groups, including both the unemployed and underemployed.
- The Federal Government is involved in training mainly through the Department of Manpower and Immigration and its programs; however, the disadvantaged are often unable to qualify for CMC sponsorship due to the projection that they may be unemployable despite training.

Indian Affairs and the other Federal Government Departments which provide allowances usually refer potential trainees to Canada Manpower and Immigration and, thus, offer few specific educational opportunities to the disadvantaged within their jurisdictions.

In addition to the activities of government departments, there are many programs which are offered by post-secondary institutions, or through the initiative of private and volunteer organizations and groups formed by the disadvantaged themselves.

Training allowances are often available for those trained through such programs. Under the Vocational Rehabilitation Act of 1966, funds are available on a 50/50 basis between the Provincial and Federal Governments for those individuals termed disabled, either physically or emotionally. Eligibility for allowances, therapy, and a number of other benefits, with no specific time limit, is determined by a committee composed of provincial and federal representatives.

It is the opinion of this Task Force that initiatives undertaken to provide both training and employment programs for Alberta's disadvantaged population have not been sufficiently extensive to date. The vocational rehabilitation of hitherto unemployable persons is vitally important both to the individual and to the society as a whole. Considering the economic benefits alone, the United States Department of Labour has estimated that for every dollar spent to rehabilitate a person, his lifetime earnings are increased by \$35, part of which is paid back in taxes; it is further estimated that rehabilitating 100,000 people adds \$500,000,000 a year to the gross national product. An estimate closer to home suggests that the rehabilitation of one unemployable person to the point where he successfully gains and holds employment can save the Alberta Government an average of \$200 per month.

The social benefits of vocational rehabilitation, though incalculable, suggest that special effort should be made to establish effective training programs for Alberta's disadvantaged.

Recommendations

Many of the administrative changes suggested by the Task Force in Chapter I of this Report would assist in the development of programs for the disadvantaged. If the provincial government were to establish jurisdiction over the training and retraining of all populations in Alberta, programs could be readily established that would be directly structured to respond to the specific training difficulties of Albertans. In addition, with further thrusts in human rights legislation, problems faced by the disadvantaged should diminish and the possibility of success in training and employment increased. Further, if the "delivery" aspect of training is decentralized to the local jurisdiction, as the Task Force recommends,

no inordinate emphasis could be placed on one region or on one organ of government, assuring more equitable services to Alberta's total disadvantaged population.

The concerns of the disadvantaged should be recognized as an important and a chronic problem, both in terms of administrative personnel and of funding.

RECOMMENDATION 66 (REPEAT)

THAT funding be provided on a continuing, rather than a seasonal or ad hoc, basis for manpower development programs for the disadvantaged, recognizing that the training and employment difficulties which these groups experience are of a more chronic nature.

RECOMMENDATION 89

THAT financial assistance, sponsorship and subsidization be made readily available through the proposed Student Finance Branch for individual members of disadvantaged groups, recognizing that a previously unemployable situation can be modified through manpower development programs.

There must be modifications in the substance and form of programs as applied to the disadvantaged if rehabilitation is to be improved. Initially, this involves the recognition that the problems faced by the disadvantaged often consist of additional emotional difficulties, skill deficiencies, and adverse situational variables. It is of little benefit to train an individual vocationally if the attitudes and the situations at the root of his occupational disfunction are neglected. Training programs for the disadvantaged must be accompanied by a total social services approach for individuals and their families. Counselling, life skills courses and social work support are extremely important as elements of programs for the disadvantaged.

It is also urged that, wherever feasible, a total upgrading be accentuated. Recently, attention has been caught by the concept of "training for the future"; but since no one can safely predict what the jobs of the future will entail, it would seem to be of greater benefit to the individual that he be presented with the necessary skills to enable him to adapt himself - these skills certainly include academic upgrading as well as the aforementioned life skills emphases.

RECOMMENDATION 90

THAT a team social services approach be utilized in providing programs for the disadvantaged, involving education, training, life skills

programming, individual and family counselling, subsistence allowances, and social work support.

Counselling and life skills training should not terminate abruptly when the individual's training course is completed. At present there is little follow-up conducted when a person completes a training course and obtains employment; he is entered on the positive side of the ledger and his case is closed. However, supportive counselling and social work assistance, while the individual is adjusting to employment, would substantially reduce the number of recurrent employment dropouts.

Moreover, follow-up would give a much more accurate picture of the success rate of rehabilitative training and retraining programs. This would enable program directors to better assess the effectiveness of their programs and to make changes where necessary.

A further suggestion leading to more realistic programming would be a form of assessment by previous successful trainees within certain disadvantaged groups, and their involvement in future planning.

RECOMMENDATION 91

THAT supportive resources and counselling be made available through the entire process of training and retraining of educationally disadvantaged populations and at the termination of programs in the early stages of placement assistance.

RECOMMENDATION 22 (REPEAT)

THAT a more extensive presentation of Life Skills programming be integrated where operationally possible within continuing, full-time, seasonal and ad hoc educational programming and involving such areas as personal money management, family relationships and parent-hood, learning skills, career and vocational decision-making, leisure time utilization, effective interpersonal relationships, and communications skills.

Training programs for both native and métis groups and immigrants would be improved by the inclusion in their orientation programs of native, métis or immigrant teacher-aides who have already made successful adjustments. This teacher-aide approach has been successfully initiated in vocational training centres in the United States; it helps to develop a feeling of solidarity and self-help within the group, lessening the tendency to view such training programs as external influences.

RECOMMENDATION 92

THAT representatives of educationally disadvantaged groups be involved in the planning, programming, instruction, placement and evaluation procedures of programs for their populations.

RECOMMENDATION 93

THAT, in staff employment for manpower development programs for disadvantaged populations, effort be made to select candidates from within the groups themselves.

Programs for the situationally disadvantaged should receive special study, as these present some unique problems. People who live in many rural areas and certain isolated northern communities, and the inmates of certain rehabilitative institutions might all be termed "situationally disadvantaged" with regard to training and retraining. Special programs are needed so that training can be delivered to those people who cannot attend the centres where training is normally offered.

People in rural areas of the province could best be served by the development of Regional Learning Resources Centres (*See Chapter III - Continuing Education in Manpower Development*). Then, in conjunction with these Centres, satellite activities, facilitated by regional co-ordinators of the Advanced Education Division of Continuing Education and by the Province's community colleges, technical institutes and agricultural colleges, should be actively encouraged.

Similarly, the development of satellite activities in penal institutions should be increased. In the latter case a strong counselling and life skills component is mandatory, as many inmates of the provincial gaols would fit one or more of the other "disadvantaged" criteria as well.

Remote areas are subject to unique difficulties by their geographic isolation. Satellite activities from the Province's colleges are difficult to initiate on a regular, continuous basis. One suggestion, a training form that would also benefit rural areas, is the development of intensive, short-term courses based on modular subject units. Courses of two to four weeks could be offered, carefully structured to fit with other modular courses so that no commitment of several months duration would be required on the part of either students or teachers. These short, intensive courses could be offered in relatively small centres and could also, in some cases, be offered during the vacation periods of the post-secondary educational institutions so that students from these institutions could be employed as instructors and teacher-aides. Ultimately, this method of delivering training and retraining programs to the remote areas could be quite inexpensive to the province.

RECOMMENDATION 5 (REPEAT)

THAT all post-secondary educational jurisdictions (community colleges, universities, Alberta vocational schools, technical institutes and agricultural colleges) be encouraged to develop and present a more extensive, flexible satellization of educational services and leadership outside their regular campus jurisdictions in such locales as rural communities, Indian reservations, senior citizens' homes, provincial gaols, and long-term rehabilitative institutions - co-ordinated through advisory Regional Education Councils and administered by regional co-ordinators of the proposed Division of Continuing Education.

RECOMMENDATION 7 (REPEAT)

THAT a more expanded educational television activity be developed within the proposed Learning Resources Branch serving under the jurisdiction of the two Departments of Education, to deliver a wide range of educational programming in a more extensive manner to all regions of the province.

RECOMMENDATION 94

THAT day parole, day passes, and satellization of educational programming be encouraged for those imprisoned in penal institutions.

RECOMMENDATION 95

THAT training on-the-job and sheltered workshop programming be utilized and expanded in educational programming for the disadvantaged.

Placement and employment development are further hurdles in servicing disadvantaged populations. Such individuals may face prejudice and unfair employment practices even though they have successfully completed training programs. Consequently, programs for the disadvantaged should not rest at merely providing training. The recommendations below would require specific involvements of the Department of Manpower and Labour.

RECOMMENDATION 96

THAT placement and employment development services be provided through the Career Planning and Placement Branch of the Department of Manpower and Labour as a component part of all training and retraining programs for the disadvantaged.

RECOMMENDATION 97

THAT labour legislation, through the Labour Division of the Department of Manpower and Labour, be modified to eliminate those practices and abuses by which individuals in disadvantaged groups may encounter difficulty in gaining employment in Alberta.

Efforts at public education are obviously necessary to encourage employers to hire disadvantaged people to accept them in training on-the-job programs. The government expends a good deal of effort in such support; yet government agencies are themselves often reluctant to hire or to train these very people. A report from the Upjohn Institute for Employment Research in Kalamazoo, Michigan, proposes that government agencies become "employers of initial opportunity", suggesting that the government mount, in effect, a massive training on-the-job program. The study claims there is hardly a job in the private sector, other than production assembly lines, that is not performed in government service. Many provincial employees can leave each year for private enterprise, fortified by skills and knowledge obtained in government service. What is suggested is not a make-work project; it is merely that the government give consideration wherever possible to hiring previously disadvantaged and unemployed workers. Should these procedures be adopted in Alberta, the province would be doing no more than it presently asks of employers in the private sector.

RECOMMENDATION 98

THAT the Provincial Government take leadership in employment practices by which educationally disadvantaged individuals can become more readily integrated into the work force.

With regard to immigrants, their needs are also cultural and are presently being met by language and orientation courses offered by various Continuing Education jurisdictions, supported in most cases by the Federal Department of Manpower and Immigration. However, a more total service may be required, especially in early stages of cultural initiation.

RECOMMENDATION 99

THAT more total provincial integration and support be directed toward language training and cultural orientation programs for immigrants to Alberta.

Many disadvantaged families in Alberta are single-parent families, headed by women. Women, as a disadvantaged group, face serious difficulties in participating in training and retraining programs when there are young children to be cared for. If women are to be successfully

amalgamated into the labour force they must be given every opportunity to participate, confident that their children are being given high-quality care. A child development centre should be attached to every institution offering training and retraining programs; such centres should also be available for mothers who are undergoing industry-based training. These centres must not provide merely baby-sitting, for they can provide a unique opportunity to develop the pre-school child to a degree beyond that of children of a similar socio-economic level who are cared for in the home by the parents. The term "Child Development Centre" implies an enriched childhood learning program as well as no strict time limitation. In addition, there is no valid reason why such care should be limited to day care; many mothers find care for children just as difficult to arrange in the evening as in the daytime, particularly those women, and men, in a single-parent situation.

More flexible programming would greatly assist women in training programs as well. Mothers of school-age children would find participation much easier if the hours of training were arranged to coincide with public school hours. Finally, special programs of training and support, such as the Calgary Public School Board's Contemporary Woman course should be encouraged for those women with special employment problems of social-emotional nature.

The importance of the training of women must not be overlooked. A positive correlation has been established between the level of educational attainment achieved by children and the educational level achieved by mothers. In fact, the mother's education is probably more important than that of the father in the formation of the child's view of the importance of learning. If we are ever to establish a learning society, we must reach the mothers of families and encourage them to upgrade their education. The provision of quality child care would be a powerful inducement. Many a housewife suffers from boredom and isolation from adult company during the day and hungers for social experiences. If a choice were presented between going bowling and paying for child care, or attending classes with child development centres, many women would opt for the latter. By introducing women to continuing education programs, we take a large step towards upgrading their potential contributions and, through them, improving the educational levels attained by their children.

RECOMMENDATION 100

THAT high-standard day care child development centres be established at all adult educational institutions to allow mothers to attend educational courses either on a part or full-time basis.

Financial Assistance for Manpower Development is discussed more extensively in the next chapter, but certain initiatives in the area of assistance apply specifically to the disadvantaged. This support has two aspects - the costs of program development and implementation, and the subsistence costs faced by individual trainees.

In the first case, more extensive development and subsidization of educational programs must be undertaken for these groups. Many cannot afford the fees which are required to assure that a course will break even. Recommendations related to the "Financing of Lifelong and Continuing Education" in Chapter III and those presented in the next chapter would assist greatly, especially if these proposals were accompanied by accelerated satellite educational offerings outside the educational institutions.

The next chapter deals in more detail with financial assistance for individual students and would alleviate many of the financial concerns of the disadvantaged. In addition, Recommendation 80 in Chapter VI (*Federal-Provincial Involvements in Manpower Development*) proposes the extension of benefits under the Vocational Rehabilitation for Disabled Adults Act (1966) beyond the disabled to those disadvantaged due to social, physical, and emotional variables.

RECOMMENDATION 80 (REPEAT)

THAT future negotiation of programs for the handicapped under the Vocational Rehabilitation Act extend services significantly, beyond those with physical and mental handicaps, to those disadvantaged in a social, emotional or mental sense.

A specific proposal is presented below to assist this group - providing free admission to individuals receiving a Social Development subsistence allowance from the Government of Alberta - to those educational courses for which the minimum number of fee-paying students required for a break-even of operational costs (instruction, materials, equipment, rentals) has been reached. A minimum and maximum number of students is usually established for educational courses. The admission of individuals on public assistance within these limits without levy would provide for their participation in educational programs without an extra draw on the public purse.

RECOMMENDATION 101

THAT individuals receiving a Social Development allowance from the Government of Alberta, and classified within that jurisdiction as "unemployables", be admitted without fee into those educational courses within public jurisdiction for which the minimum number of fee-paying students, required for a break-even of operational costs, has been reached.

Despite the above initiatives, designed to assist individuals through educational programming and manpower development policies to improve their opportunities for employment, there are still citizens of Alberta

who may encounter insurmountable obstacles to employment. Many of the aged, women with dependents, and the handicapped (mentally, physically, socially) may never become fully employable in spite of training and may remain indefinitely on various forms of public assistance. These conditions should not disqualify them from educational participation. However, our current attitude to educational offerings prevents this. We avoid training support or subsidization unless the trainee will become more employable through course work.

But improved employability is not the only asset to be gained from education - such is the case for many of the unemployable disadvantaged. Their personal and emotional growth, positive utilization of home and leisure time, and maximization of personal and family relationships can be enhanced through participation in educational programs. The previous recommendation (#101) would assist in this involvement, but extra initiatives in programming and program subsidization will still be required.

Although it may appear at times within this Chapter that the Task Force favors distinctive and separate forms of programming for the disadvantaged, this is not the case. Wherever feasible, adjustments and provisions should be established within regular educational programming to enhance opportunities for societal participation of these individuals. An over-emphasis on specific projects for a disadvantaged population may well lead to a ghettoization of these activities, developing an over-dependency, rather than a maximization of positive independent initiative, through these programs. Recommendation 95 illustrates this rationale - the utilization of sheltered workshops and training on-the-job activities to provide the support and tolerance which may be required in the early stages of manpower development leading to a more effective integration into further societal participations.

CHAPTER VIII

FINANCIAL ASSISTANCE IN MANPOWER DEVELOPMENT

An extensive program of financial assistance is essential in Manpower Development to assure that all citizens can, in an equitable manner, benefit from educational training, retraining, upgrading and updating programs without deterrence because of financial need.

Presently, financial assistance for manpower development is administered in the following manner in Alberta:

1. Student loans, available to most students, determined essentially by need, are administered by the Students' Finance Board of the Department of Advanced Education mainly for individuals enrolled in post-secondary institutions. The administration of Canada Student Loans, in supplementation with Alberta student loans, is conducted within this jurisdiction. In some cases allowances are available, but this is not widely publicized nor readily available through the Board. In 1972, the previous policy of awarding grants, supplementary to loans, was replaced by a policy of loans remission on a selective basis after completion of studies.
2. Provincial allowances for training are directly available through the Division of Vocational Education in Advanced Education for some full-time programs within post-secondary institutions and for certain industry-based training. Eligibility for these allowances, generally covering tuition, books, and a weekly living allowance, is often established in conjunction with, and as a result of, ineligibility for Canada Manpower training allowances. Individuals eligible for this form of assistance are termed so because of identification as being educationally disadvantaged.
3. Federal allowances, allocated in a similar manner to those under Vocational Education, are mainly directed through the Federal Manpower and Immigration Department. Allowances are somewhat larger than provincial allowances, and eligibility criteria are established by the policy of CMC.

In addition, some allowances are available through Departments such as Indian Affairs, and Unemployment Insurance Commission benefits in some cases are allowed to continue when an individual is enrolled in a post-secondary training or education program sanctioned by CMC. This was the case during the past two winters in which students, enrolled in certain PETP courses, were allowed to receive their U.I.C. payments without commitment to accept employment.

4. Provincially, Health and Social Development allowances, in many cases, are continued while the individual is involved in an educational program. This is often supplemented by Vocational Education assistance for transportation, tuition, books and materials, and student fees.
5. Seasonal and ad hoc programs of training are initiated mainly during the winter season, providing funds for training in Alberta. The Priority Employment Training Program has provided this vehicle for the province and, at the Federal level, Training On-the-Job programs have been expanded into the winter season. (Programs of employment such as LIP, OFY, and STEP are also initiated on a seasonal basis.)

In the case of loans the student is expected to pay, out of his allocation, expenses for books, tuition fees, and room and board, but with Vocational Education and CMC allowances the sponsoring agency, in addition to providing a living allowance, will also pay for tuition and books and, in some cases, student fees. In Training On-the-Job arrangements, Canada Manpower pays 75% of the individual's salary and 25% is paid by the employer as established by contract between CMC and the employer. T.O.J. arrangements are also available through the Vocational Education Division on a 50/50 support basis between the employer and the Division.

6. Scholarships are available to certain individuals, mainly on the basis of academic achievement and not generally upon criteria of financial need.
7. Assistanceship and fellowship grants are available at many post-secondary institutions for those individuals who undertake part-time employment, usually in a teaching, research, or assistance capacity to the instructional staff.
8. Individuals enrolled in apprenticeship courses, usually of a three or four year nature, are paid a salary while working under contract with an employer. Then, each year (usually six to eight weeks) the apprentice attends a training centre (a technical institute or community college) and takes the theoretical portion of his program. During this period he is paid a training allowance covering his travel and room and board. These rates are established by agreement with Canada Manpower under the Adult Occupational Training Act and the provinces establish, in these situations, the number of individuals registered as apprentices and simply bill the Federal Government for allowances.
9. Individuals who are termed as vocationally disabled (emotional, mental, physical) are eligible for training allowances under the Vocational Rehabilitation agreement with the Federal Government in which costs are shared on a 50/50 basis between the federal and provincial governments. Extensive supplementary costs such as therapy, medication, and examinations are also covered under this arrangement.

Recommendations

In its administration the above operations provide a variety of assistance forms for students and, by-and-large, do make education and training available on an extensive basis for the Alberta student population. For the student who wishes to undertake an educational program financial aid is available. However, certain inadequacies do exist. The recommendations presented in this chapter are designed to provide a more co-ordinated, equitable administration of financial assistance.

The present provision for loans, allowances and remissions through a number of governmental jurisdictions can lead to a lack of direction, abuses of assistance, and inequity between students at various institutions. Where one individual may be required to finance his education entirely through loans, another in a similar program and with a similar personal situation may be given extensive assistance through allowances (subsistence, tuition, books). This situation, as an example, has been the case for the past two years with those students who undertook programs under the PEP program, and were eligible for allowances, as contrasted with fee-paying students in regular institutional programs.

In addition, provincial administration of student assistance is often subordinated to federal programs, especially in the area of training allowances, where an individual, before becoming eligible for certain Vocational Education Provincial allowances, must first be ruled ineligible by Federal Manpower and Immigration. In addition, programs are often developed and presented with a priority given to CMC purchase of student places.

Certain difficulties can occur in the presentation of training to individuals on various forms of public assistance allowances (e.g. Health and Social Development, Unemployment Insurance Benefits, Indian Affairs) - continued eligibility may not be consistently applied through these various programs at the point at which the individual makes the decision to undergo training. In fact, his allowance may be terminated upon enrollment in a course. This may be a special difficulty in regards to those persons who are classified as unemployables. The concerns, and recommendations designed to respond to them, are dealt with in the previous chapter, *Manpower Development for the Disadvantaged*.

The crux of the problem is that there is no real integration of information, administration and co-ordination of various programs of student assistance administered within various jurisdictions. As a result, abuses of allowances and assistance may result. Some integration of at least provincial programs of student assistance, and of public assistance with student assistance at the point when public recipients decide to undertake training and educational programs, is necessary.

RECOMMENDATION 102

THAT a Student Finance Branch be established, integrating present student assistance activities of the Students' Finance Board and the Vocational Education Division, within Advanced Education, to co-ordinate all provincial programs of student assistance.

RECOMMENDATION 103

THAT eligibility for loans and allowances be established through the Student Finance Branch rather than as now through the Division of Vocational Education and the Students' Finance Board. This new Branch would co-ordinate all assistance programs, both of a loan and an allowance nature within one department.

RECOMMENDATION 88 (REPEAT)

THAT all federal programs of student assistance, such as Canada Manpower training allowances, Unemployment Insurance benefits for students, apprenticeship and vocational rehabilitation benefits, be co-ordinated with assistance programs offered by the Alberta Government and through the proposed Student Finance Branch. Within this jurisdiction a comprehensive record of loans and allowances should be established to avoid duplications and abuses of assistance programs.

However, this integration of students assistance programs through the Student Finance Branch is not to suggest that all administration should be centralized at the provincial level. In fact, the present centralization of decisions leads to delays and discrepancies in the administration of individual applications at the institutional level. In addition, appeals regarding allotments often return to the same individuals where the initial application was processed. These delays were illustrated last year in the Priority Employment Program wherein students were required to wait up to one month for their first payroll allocation. The Task Force believes that the administration of individual student loans, the processing of applications and assistance appeals should occur within each educational jurisdiction.

RECOMMENDATION 104

THAT administration of individual student finance loans and allowances be conducted at the specific educational jurisdiction (college, university, school board, vocational centre, technical institute) with the Student Finance Branch allocating lump sum appropriations to each institution for student assistance and assisting through general establishment of regulations and guidelines for administration.

The present system of student finance features the following forms of assistance - loans, training allowances, scholarships and bursaries, fellowships and assistanceships, and remissions.

The current emphasis on full-time, uninterrupted programming deters enrollment of many individuals - those who already have extensive debt, those who do not wish to incur debt, and those with established financial commitments, life styles and family responsibilities. More emphasis on unitary, modular, continuing education modes of delivery may provide the only vehicle by which certain individuals can develop their occupational skills.

At present, a student enrolled in a short-term program providing employable skills may receive a great deal of assistance while an individual enrolled in a long-term degree or diploma course must finance his education strictly through loans, although their particular situations may be very similar.

Further, training allowances are used more in many cases, not to increase an individual's employability, but to promote employment in a certain segment of industry. Many students not generally eligible through their individual situation - such as those who are single with no dependents - may receive extensive allowance assistance because of the choice of a certain sponsorable program. This is especially the case in CMC administration of allowances.

Moreover, a further difficulty in the administration of loans and allowances arises from the use of parental income as one of the criteria for the determination of student loans, especially with the lowering of the age of majority to 18. This would appear to be contravention of this legislative change and criteria other than family income for the determinations of loans may be required. The Task Force feels that, beyond an integration of the total area of financial assistance, that changes in the administration of assistance are required with the elimination and replacement of grants. The Task Force recommends a system of loans and allowances, retaining other forms of assistance in their present manner. New policies regarding eligibility are also required.

RECOMMENDATION 105

THAT grants or loan remissions not be utilized as a form of student assistance but be replaced by a system of loans and allowances. Loans should be made readily available to all students, and allowances only on a selective need basis similar to the procedures now utilized under the Division of Vocational Education.

RECOMMENDATION 106

THAT the present limits of eligibility for allowances, set for programs of less than one year's duration beyond basic upgrading, be extended beyond this time limit to reflect more emphasis on individual needs and program choices.

RECOMMENDATION 107

THAT only individuals with dependents be eligible for allowances.

RECOMMENDATION 108

THAT parental income not be utilized as criteria for the determination of loans or allowances for those applicants over the age of 18 years.

RECOMMENDATION 109

THAT the present practice of selectively utilizing training allowances to encourage training and employment in certain occupational areas be discontinued and replaced by more emphasis on the eligibility of the student rather than his educational choice.

Although the repayment of student loans does not fall specifically within the terms of reference of the Task Force, through background study in student finance, the Task Force has developed certain opinions on this area. With a combination of federal and provincial participation in student assistance it is our feeling that in the repayment of loans, this dual jurisdiction could also be applied through the utilization of income tax returns. This change and others in this Chapter would require extensive negotiation with the Federal Government and other educational jurisdictions in Canada and Alberta.

RECOMMENDATION 110

THAT repayment of loans be established through agreement with the Federal Government through an income tax levy. The details would be similar to those now established for student loans, i.e. an individual, after completing a course of studies, would then be required to begin repayment of his loan, but, instead of directly through the Students' Finance Branch, this would be done as a surcharge on income tax.

RECOMMENDATION 111

THAT repayment of loans be established as proportional to the taxable income of the debtor rather than to the amount of the principal of the loan (as is now the case with payment of income tax).

Supplementary to the establishment of policies and changes in student assistance, modifications would also be desirable in the nature of educational curricula. As an example, a more unitary modular approach and more extensive utilization of continuing education models of instruction would assist the individual who cannot afford a long-term training program to gain training. The recommendations regarding a career ladder emphasis in all forms of post-secondary education would also assist this rationale of learning (*Chapter III, The Role of Post-Secondary Institutions in Manpower Development*).

The Task Force also believes that, in the administration of student loans in the past, inadequate emphasis has been placed on assistance to students through financial counselling and instruction and assistance in personal money management. This should be integrated more extensively into jurisdictional post-secondary administration of student assistance programs.

RECOMMENDATION 19 (REPEAT)

THAT short, modular educational courses, units and blocks be developed and utilized within all educational jurisdictions at all training levels from pre-employment through to post-graduate specializations and certifications, and implemented in a variety of settings and employing a variety of personnel and facility resources, in assuring that individuals will not be forced to leave or post-pone employment or incur excessive indebtedness in order to benefit from further education and training.

RECOMMENDATION 112

THAT programs of financial counselling and personal money management instruction be prepared and presented to post-secondary students as an integral part of the student assistance process, and as curriculum options within other programs, and conducted by the Student Finance Department within each institution.

In addition to the above changes in student assistance, modifications are also required in policies relating to administration of fees. Student fees are inequitably variable at present between public post-secondary institutions due to extra governmental subsidization to some. This is especially the case at the technical institutes where, although program

costs are generally similar to those in the public colleges, student fees are approximately 1/5 of those in these college and university jurisdictions.

In addition, students from Alberta, undertaking studies within other jurisdictions outside of Canada, are often required to pay extra fees. It would appear only equitable that out-of-country students should be required to pay higher fees than Canadian and Alberta students. Along with this, changes in the integration of loans and allowances should provide a greater equitability between all fee-paying students.

It has been generally accepted that, up until the age of 21 within the public Grades 1-12 education system, a student's education should be free. Moreover, at the post-secondary level all public jurisdictions have accepted the premise that a student's education should be subsidized to an extensive degree. The Task Force endorses this approach. Each student should be given, as they are now, the opportunity for free education within the school system and subsidy at the post-secondary level - but to a limit. There are many students now who repeat over and over again, at public expense, subjects at all educational levels. Other students, often more motivated to learning, are required to finance their education through night-school fees.

RECOMMENDATION 113

THAT fees be established on a uniform basis at all public post-secondary institutions. As a priority, student fees should be increased at the technical institutes where they are now inequitably low as compared to other post-secondary institutions. In addition, schedules of student fees should be established within the Alberta Vocational Centres and subsidization of these fees only provided through a system of allowances eligibility.

RECOMMENDATION 114

THAT fee-paying students be eligible for all courses of a public nature equitably with those on allowance assistance.

RECOMMENDATION 115

THAT a separate schedule of fees be established for non-Canadian students and designed to cover a larger proportion of instructional costs than is the case of regular student tuition.

RECOMMENDATION 116

THAT a separate schedule of fees be established at the senior high school and post-secondary educational levels for those students repeating a course more than once and designed to cover a larger proportion of instructional costs than in the case of regular student tuition.

RECOMMENDATIONSCHAPTER I: ADMINISTRATIVE FRAMEWORK FOR MANPOWER DEVELOPMENT

RECOMMENDATION 1 - THAT the organization illustrated by the enclosed chart, and as described in this chapter, be adopted for the administration of manpower development in the Province of Alberta.

CHAPTER II: CONTINUING EDUCATION IN MANPOWER DEVELOPMENT

RECOMMENDATION 2 - THAT the Division of Continuing Education be established within the Department of Advanced Education with its role being that of facilitation, co-ordination, research, program implementation and allocation of funding within all public adult and continuing education jurisdictions in Alberta.

RECOMMENDATION 3 - THAT regional offices of the proposed Division of Continuing Education be established throughout the province to provide the administrative and facilitative capacity to deliver adult educational programming to all regions of Alberta through co-ordination with Regional Education Councils, local school boards, and post-secondary institutions.

RECOMMENDATION 4 - THAT advisory Regional Education Councils be established within all areas of the province, through facilitation of regional co-ordinators of the proposed Division of Continuing Education, and consisting of representatives of existing school systems; industry, business, continuing education divisions of those universities, colleges, vocational centres, and technical institutes serving that locale, the Department of Agriculture, local Canada Manpower Centres, and other agencies educationally active within that region.

RECOMMENDATION 5 - THAT all post-secondary educational jurisdictions (community colleges, universities, Alberta vocational schools, technical institutes, and agricultural colleges) be encouraged to develop and present a more extensive, flexible satellization of educational services and

leadership outside their regular campus jurisdictions in such locales as rural communities, Indian reservations, senior citizens' homes, provincial gaols, and long-term rehabilitative institutions - co-ordinated through advisory Regional Education Councils and administered by regional co-ordinators of the proposed Division of Continuing Education.

RECOMMENDATION 6 - THAT the Alberta Academy be developed, and chartered as a community college, to prepare and present:

- a. Programs of study for use by educational television, correspondence and other learning resources media;
- b. Testing and evaluation instruments;
- c. Accreditation and certification services for those educational activities packaged and drawn from a number of sources - travel, courses from other institutions, correspondence, educational television and a variety of presently non-creditable experiences;
- d. Assistance in the development of Learning Resources Centres throughout the province in co-ordination with the proposed Continuing Education Division, Regional Education Councils and the proposed Learning Resources Branch of the two Departments of Education.

RECOMMENDATION 7 - THAT a more expanded educational television activity be developed within the proposed Learning Resources Branch serving under the jurisdiction of the two Departments of Education, to deliver a wide range of educational programming in a more extensive manner to all regions of the province.

RECOMMENDATION 8 - THAT extension agricultural educational programming, now performed in various parts of the province, be transferred to the Department of Advanced Education, co-ordinated through the direction of Regional Education Councils and administered by regional co-ordinators of the proposed Division of Continuing Education.

RECOMMENDATION 9 - THAT Learning Resources Centres be structured where required and administered by regional co-ordinators of the proposed Continuing Education Division to provide the physical facility for such activities as adult day courses, satellite course activities from post-secondary institutions, educational television and Alberta Academy offerings, and to provide a regional centre for the housing of such learning resources as libraries, audio-visual and computer materials.

- RECOMMENDATION 10 - THAT the Banff Centre be more extensively utilized by all educational jurisdictions as a facility for live-in, short-term educational programming. Should facility expansion become a necessity as a result of this activity, another centre similar to that at Banff may be required at some other location in the province.
- RECOMMENDATION 11 - THAT all educational jurisdictions be encouraged to accept responsibility for educational programming for a more total community population by developing departments and institutional philosophies of Continuing Education and performing the following functions:
- a. Presentation of single events (seminars, conferences, workshops) and courses of both a credit and non-credit, recreational and academic nature;
 - b. Development and implementation of satellite and industry-based educational offerings;
 - c. Consultation with community agencies, associations, and individuals in educational program development.
 - d. Co-ordinations with other public and private educational jurisdictions in co-operative program development and implementation.
- RECOMMENDATION 12 - THAT all post-secondary institutions be encouraged to strive for the maximum possible flexibility and expansion in timetabling and facility resources utilization to accommodate, at all times of the day, week and year, a larger number of students on a continuing education basis.
- RECOMMENDATION 13 - THAT adult educational day activities, as required, be established under the direction of the proposed Division of Continuing Education and in co-ordination with Regional Education Councils, drawing from the resources and staff of community colleges, school boards, and other post-secondary and private agencies.
- RECOMMENDATION 14 - THAT professional, occupational, trade, volunteer, community, industry and business involvements be more actively pursued in the development and presentation of continuing education activities for their memberships and that more extensive assistance be provided to these groups in the development, presentation and evaluation of a wide range of programs, such as initial pre-employment training, training on-the-job, training in-industry, post-graduate certifications, work study initiatives, and specific educational events (conferences, workshops, seminars, short courses).

RECOMMENDATION 15 - THAT business and industry resources be more extensively utilized in the planning, administration and presentation of supplementary or replacement educational services (largely on a contract basis). These may supplement or compete in a co-ordinated manner with those programs offered in the public sphere. Such groups are:

- a. Existing private agencies and businesses such as colleges, beauty and barber schools, secretarial and church groups;
- b. Private, volunteer, business, professional and occupational organizations and associations;
- c. Resource individuals outside the public staff sector.

RECOMMENDATION 16 - THAT local school board jurisdictions be encouraged to initiate a community school concept to facilitate a more extensive use of public school educational facilities outside regular school hours.

RECOMMENDATION 17 - THAT facilities within educational jurisdictions be expanded for live-in conferences, seminars, workshops, and short courses.

RECOMMENDATION 18 - THAT post-secondary institutions be encouraged to prepare media packages of instruction in conjunction with the proposed Learning Resources Branch under jurisdiction of the two Departments of Education.

RECOMMENDATION 19 - That short, modular educational courses, units and blocks be developed and utilized within all educational jurisdictions at all training levels from pre-employment through to post-graduate specializations and certifications, and implemented in a variety of settings and employing a variety of personnel and facility resources, in assuring that individuals will not be forced to leave or postpone employment or incur excessive indebtedness in order to benefit from further education and training.

RECOMMENDATION 20 - THAT more provision be implemented in existing institutional programs for part-time study within programs, and as extensions of existing programs.

RECOMMENDATION 21 - THAT co-ordinative programs for basic education be offered between school boards, colleges, and other education agencies through facilitation of Regional Education Councils and regional offices of the proposed Division of Continuing Education.

- RECOMMENDATION 22 - THAT a more extensive presentation of Life Skills programming be integrated where operationally possible within continuing, full-time, seasonal and ad hoc educational programming and involving such areas as personal money management, family relationships and parenthood, learning skills, career and vocational decision-making, leisure time utilization, effective interpersonal relationships, and communications skills.
- RECOMMENDATION 23 - THAT a co-ordinated system for the financing of life-long and continuing education be developed and administered by the proposed Division of Continuing Education, wherein fee payment will continue to support the majority of programs but where a more expanded administrative, developmental, and research staff can be employed in this area.
- RECOMMENDATION 24 - THAT provisions be established for budgetary changes wherein profits incurred within jurisdictional departments of Continuing Education would remain within that department so that course programs may be more adequately developed from year to year, allowing the inclusion of programming for groups which may require subsidization. At the very least, budgets should be established on a longer term basis.
- RECOMMENDATION 25 - THAT financial assistance be provided as a subsidization for those extra costs involved in the establishment of satellite educational community services, facilities, and activities.
- RECOMMENDATION 26 - THAT financial assistance and fee schedules for part-time study be established in an equitable manner with full-time study.
- RECOMMENDATION 27 - THAT a full-scale study and development of a monitoring system of the total educational needs of the adult community throughout the province be commissioned by the proposed Division of Continuing Education in consultation with the Departments of Education, Manpower and Labour, the Planning and Research Division (Advanced Education), and Regional Education Councils throughout the province.
- RECOMMENDATION 28 - THAT a catalogue of courses and programs be provided throughout the province, developed on an annual basis by the proposed Division of Continuing Education and co-ordinated through Regional Education Councils; and that local jurisdictions be encouraged to prepare joint advertising of these programs within their region.

RECOMMENDATION 29 - THAT masters and doctoral operational research be encouraged in the field of continuing education, in many cases initiated or contracted through the Planning and Research Division of the Department of Advanced Education.

RECOMMENDATION 30 - THAT Departments of Continuing Education be developed within one or more Alberta University Faculties of Education so that the teaching staff necessary for an extension in this area will be available.

CHAPTER III: THE ROLE OF POST-SECONDARY INSTITUTIONS IN MANPOWER DEVELOPMENT

RECOMMENDATION 31 - THAT a more extensive post-secondary jurisdictional co-ordination be initiated in Calgary through the incorporation of governance of the Alberta Vocational Centre, Southern Alberta Institute of Technology and Mount Royal College under a common Board-of-Governors.

RECOMMENDATION 32 - THAT a more extensive post-secondary jurisdictional co-ordination be initiated in Edmonton through the incorporation of governance of the Alberta Vocational Centre, Northern Alberta Institute of Technology and Grant MacEwan College under a common Board-of-Governors.

RECOMMENDATION 33 - THAT the Alberta Vocational Centre at Fort McMurray be administered as a satellite campus of the Northern Alberta Institute of Technology. With projected increases of population and of industrial development in that community, this institution might later be developed as an autonomous community college.

RECOMMENDATION 34 - THAT the Alberta Vocational Centre in Grouard be administered as a satellite campus of Grande Prairie Community College.

RECOMMENDATION 35 - THAT the Alberta Petroleum Industry Training School be administered as a satellite campus of the Northern Alberta Institute of Technology.

RECOMMENDATION 36 - THAT the Alberta Forestry Technology School at Hinton be administered as a satellite campus of the Northern Alberta Institute of Technology.

RECOMMENDATION 37 - THAT the Agricultural Colleges in the provinces be restructured to serve a broader range of community needs, as autonomous community colleges or satellite

campuses to established institutions, such as Olds Agricultural College to SAIT, Vermilion Agricultural College to NAIT, and Fairview Agricultural College to Grande Prairie College.

RECOMMENDATION 38 - THAT each institution be encouraged to develop a distinctive philosophy of education and that programs be developed, replaced and eliminated under this philosophy and subject to criteria established by the Planning and Research Division of the Department of Advanced Education.

RECOMMENDATION 39 - THAT greater transferability be established between all post-secondary institutions, and between programs within each institution, to provide for co-operative programming between institutions, allowing ultimate packaging of courses and programs from more than one institution into a certificate, diploma, or degree program.

RECOMMENDATION 40 - THAT a "career ladder" approach be adopted by Alberta's educational institutions, using modular curriculum units to facilitate transferability from one program of study to another, and to facilitate easy access from one level of training to another, such as a certificate to diploma to degree, as an individual advances through various stages of occupational development - pre-employment; para-professional, technician, assistant, aide; professional degree; and post-graduate specializations.

RECOMMENDATION 41 - THAT Advisory Committees be established for each post-secondary institutional program of studies, consisting of representatives from student, instructional staff, employer, and professional and occupational groups, in program development and ongoing evaluation of curricula and programming.

RECOMMENDATION 42 - That a close liaison be established between the Planning and Research Division of the Department of Advanced Education and the Manpower and Labour Planning Secretariat to assure that, in the development of new programs, or the elimination of modification of present programs, that projections of societal need are introduced as variables in this decision.

CHAPTER IV: INDUSTRY-BASED INVOLVEMENTS IN MANPOWER DEVELOPMENT

- RECOMMENDATION 43 - THAT jurisdictional responsibility for Apprenticeship and Tradesmen's Qualifications implementations be transferred from the Department of Manpower and Labour to the proposed Division of Continuing Education within the Department of Advanced Education.
- RECOMMENDATION 44 - THAT more emphasis be placed on private and industry-based modes of training involving Training On-the-Job, Training In-Industry, Work Study, Work Experience, Sheltered Workshops, Internship and Articling, and Apprenticeship activities.
- RECOMMENDATION 45 - THAT there be greater consultation with industry in the development and execution of training programs through the Training Branch of the Department of Manpower and Labour (identification of training needs) and the Continuing Education Division of the Department of Advanced Education (program development and implementation).
- RECOMMENDATION 46 - THAT more extensive co-operation be initiated by the Division of Continuing Education between various companies within the same industry in the development and presentation of curriculum, utilizing these as resources for instruction and training sites for a wide spectrum of training programs involving a number of combinations of industry-based and public training.
- RECOMMENDATION 47 - THAT the apprenticeship system be extensively restructured to incorporate block training in which training blocks or units are presented, certified as units, and creditable to final journeyman certification.
- RECOMMENDATION 48 - THAT the principle of internship be expanded as a component of training, both at the trade and at the professional level, prior to formal certification and licensing.
- RECOMMENDATION 49 - THAT professional educators within various training and educational jurisdictions be involved extensively with the Division of Continuing Education and industry in the development of specific units of training and their integration into further journeyman, diploma, and technology certifications.

RECOMMENDATION 50 - THAT employer-employee work agreements, negotiations and legislation provide more extensively in the future for flexible work release and sabbatical leave arrangements by which employees in all work jurisdictions may enjoy the right to participate in training, retraining, upgrading and updating educational activities without discrimination, penalty, or loss of employment.

CHAPTER V: SEASONAL AND AD HOC PROGRAMS OF MANPOWER DEVELOPMENT

RECOMMENDATION 51 - THAT the Department of Manpower and Labour be involved in a planning capacity for seasonal and ad hoc programming with actual implementation and educational programming the responsibility of the proposed Continuing Education Division of Advanced Education. This implies a close liaison between these two departments and the establishment of an interdepartmental committee as was the case in the past two years.

RECOMMENDATION 52 - THAT early seasonal program planning and communication to educational institutions and agencies be initiated to prevent crash programming as was somewhat the situation in the past two winters.

RECOMMENDATION 53 - THAT advisory committees consisting of academic and business representatives for curriculum planning be developed early in the curriculum planning process for seasonal and ad hoc programs.

RECOMMENDATION 54 - THAT seasonal extensions of federal programs be more extensively co-ordinated with provincial seasonal programs to ensure a greater compatibility of programming in Alberta.

RECOMMENDATION 55 - THAT more emphasis on manpower requirements research be established by the Department of Manpower and Labour well before the initiation of any seasonal or ad hoc training program within an institution.

RECOMMENDATION 56 - THAT more emphasis be placed on vocational counselling and career planning to assist applicants in a valid choice of program prior to the initiation of all training and educational program studies.

RECOMMENDATION 57 - THAT a more adequate emphasis be established on the placement function at the termination of all programs of training and educational programs.

RECOMMENDATION 58 - THAT the administration of seasonal and ad hoc programs in all aspects be decentralized to the institutional delivery level, where possible, under the co-ordination of the proposed Continuing Education Division. (This is illustrated especially in the case of payroll procedures where centralization of allowance payments led to unnecessary delays of up to one month in distribution of cheques last year.)

RECOMMENDATION 59 - THAT procedures for the granting of credit and transferability for seasonal and ad hoc programs be established so that course offerings are not completely separate from regular programming within institutions.

RECOMMENDATION 60 - THAT programs of a seasonal and ad hoc nature be established and conducted through Continuing Education Departments of the various post-secondary and school board jurisdictions in co-ordination with regional co-ordinators of the proposed provincial Division of Continuing Education.

RECOMMENDATION 61 - THAT more adequate co-ordination of the administrative details relating to attendance, the granting of allowances, payroll procedures and the determination of allowance eligibility be established well before seasonal and ad hoc programs begin.

RECOMMENDATION 62 - THAT stronger emphasis be placed on the maintenance of standards of student achievement, attendance, and performance in order that adequate academic standards are maintained in seasonal and ad hoc programs, and in order that the certification granted at the termination of these courses will have relevance for employment and transferability to other courses and institutions.

RECOMMENDATION 63 - THAT procedures related to the granting of allowances for seasonal and ad hoc training programs be those which have been established by the proposed Student Finance Branch, and that these procedures be strictly adhered to in determining the eligibility of individual students.

RECOMMENDATION 64 - THAT places in all seasonal and ad hoc programs be made available to fee-paying and part-time students.

RECOMMENDATION 65 - THAT a special PETP research be undertaken as an integral part of ongoing seasonal and ad hoc programs, conducted by the Department of Manpower and Labour as an extension of the placement activity associated with these programs, and established as part of the planning capacity for future programs.

RECOMMENDATION 66 - THAT funding be provided on a continuing, rather than a seasonal or ad hoc, basis for manpower development programs for the disadvantaged, recognizing that the training and employment difficulties which these groups experience are of a more chronic nature.

CHAPTER VI: FEDERAL-PROVINCIAL INVOLVEMENTS IN MANPOWER DEVELOPMENT

RECOMMENDATION 67 - THAT the nature of present federal-provincial agreements concerning federal involvement in manpower training and retraining, especially those related to the Adult Occupational Training Act - 1967, be renegotiated at the appropriate ministerial and federal-provincial level.

RECOMMENDATION 68 - THAT there be initiated a complete discussion and evaluation of the total Federal Manpower and Immigration service and rationale as it operates within the Province of Alberta, initially through the Manpower Needs Committee as a regular agenda item.

RECOMMENDATION 69 - THAT there be developed in the Province of Alberta a complete manpower development capacity, capable of assuming responsibility for the following services conducted by Canada Manpower Centres, initially only to fill gaps and supplement CMC functioning, with the possible ultimate assumption of such duties and responsibilities as required - Training, Career Planning, Placement, and Manpower Research.

RECOMMENDATION 70 - THAT the Alberta Government press for the establishment of an Alberta regional office of the Canada Department of Manpower and Immigration with parallel authority to regional offices in Vancouver, Winnipeg, Toronto, Montreal, and Halifax.

RECOMMENDATION 71 - THAT the Departments of Manpower and Labour and Advanced Education be established as the direct Alberta Government liaison bodies in the negotiation and signing of agreements, along with the Department of Intergovernmental Affairs, between the Alberta and Federal Governments in the area of manpower development.

RECOMMENDATION 72 - THAT the responsibility of the Manpower Needs Committee be expanded to include discussion of all Canada Department of Manpower and Immigration activities within the Province of Alberta including unemployment insurance,

mobility policies, placement, manpower research, aspects of immigration policy affecting the province, The extent and operation of language training within the province, and the training components of such related Federal initiatives as DREE, ARDA, and Indian Affairs programs.

RECOMMENDATION 73 - THAT a permanent Federal-Provincial Manpower Needs Committee office be established in the Province of Alberta.

RECOMMENDATION 74 - THAT the Federal-Provincial Manpower Needs Committee be chaired jointly by a representative from the Alberta Department of Manpower and Labour and the Federal Department of Manpower and Immigration.

RECOMMENDATION 75 - THAT, within the Province, the Department of Manpower and Labour co-ordinate with the proposed Continuing Education Division of the Department of Advanced Education in Manpower Needs Committee pre-planning discussions.

RECOMMENDATION 76 - THAT area sub-committees of the Manpower Needs Committee be established to act as the interface between Provincial and Federal Governments at the local implementation phase of manpower development programs.

RECOMMENDATION 77 - THAT all Training On-the-Job and Training In-Industry program proposals be formally submitted by employers to the Training Division of the Department of Manpower and Labour and referred to the proposed Continuing Education Division prior to implementation or submission to the Department of Manpower & Immigration.

RECOMMENDATION 78 - THAT all new training course curriculums proposed by Canada Manpower be initially cleared through the proposed Division of Continuing Education.

RECOMMENDATION 79 - THAT, in the examination and evaluation of Canada Manpower activities in Alberta through the Manpower Needs Committee, special emphasis be placed upon the following principles (See Recommendation 72):

- a. More extensive consideration of the needs of individuals in a full range of placement, training and career training possibilities;
- b. More extensive utilization of a career planning process involving a more adequate testing and counselling procedure for individuals prior to placement in training or employment situations;

- c. *More extensive employment of counsellors with specific training and background in vocational counselling;*
- d. *More extensive purchase and inclusion of programming in such areas as employment orientation and life skills, both within regular occupational training programs and as units in themselves.*

RECOMMENDATION 80 - THAT future negotiation of programs for the handicapped under the Vocational Rehabilitation Act extend services significantly, beyond those with physical and mental handicaps, to those disadvantaged in a social, physical, emotional or mental sense.

RECOMMENDATION 81 - THAT the province, through Manpower Needs Committee negotiation, re-establish criteria, as utilized in Canada Manpower procedures in the screening of applicants for CMC sponsorship in training programs, to place more emphasis on individual applicant needs.

RECOMMENDATION 82 - THAT Alberta negotiate a more extensive role in employment creation programs such as LIP, OFY, New Horizons, and other ad hoc programming initiatives projected by the Federal Government.

RECOMMENDATION 83 - THAT technical sub-committees of the Federal-Provincial Manpower Needs Committee be developed to co-ordinate specific activities of the Federal and Provincial Governments, such as seasonal and ad hoc employment programs directed at particular groups.

RECOMMENDATION 84 - THAT, through the Manpower Needs Committee, manpower research data of the Federal and Provincial Governments be co-ordinated to arrive at more accurate projections of training demands within the province with supportive funding of such initiatives through Section 10 of the Adult Occupational Training Act.

RECOMMENDATION 85 - THAT the manpower research data gathered by Canada Manpower be made available at the operational level to individual offices of Alberta vocational counsellors within a variety of jurisdictions.

RECOMMENDATION 86 - THAT more post-evaluative research be established, concerned with all aspects of Canada and Alberta Manpower programming.

RECOMMENDATION 87 - THAT the province negotiate transfer of funding or equivalent tax credits for the support of increased provincial activity in manpower development as replacement of and transfer of past federal programming in the area of training and employment (LIP, OFY, TOJ, New Horizons).

RECOMMENDATION 88 - THAT all federal programs of student assistance, such as Canada Manpower training allowances, Unemployment Insurance benefits for students, apprenticeship and vocational rehabilitation benefits, be co-ordinated with assistance programs offered by the Alberta Government and through the proposed Student Finance Branch. Within this jurisdiction a comprehensive record of loans and allowances should be established to avoid duplications and abuses of assistance programs.

CHAPTER VII - MANPOWER DEVELOPMENT FOR THE DISADVANTAGED

RECOMMENDATION 89 - THAT financial assistance, sponsorship and subsidization be made readily available through the proposed Student Finance Branch for individual members of disadvantaged groups, recognizing that a previously unemployable situation can be modified through manpower development programs.

RECOMMENDATION 90 - THAT a team social services approach be utilized in providing programs for the disadvantaged, involving education, training, life skills programming, individual and family counselling, subsistence allowances, and social work support.

RECOMMENDATION 91 - THAT supportive resources and counselling be made available through the entire process of training and retraining of educationally disadvantaged populations and at the termination of programs in the early stages of placement assistance.

RECOMMENDATION 92 - THAT representatives of educationally disadvantaged groups be involved in the planning, programming, instruction, placement and evaluation procedures of programs for their populations.

RECOMMENDATION 93 - THAT, in staff employment for manpower development programs for disadvantaged populations, effort be made to select candidates from within the groups themselves.

- RECOMMENDATION 94 - THAT day parole, day passes, and satellization of educational programming be encouraged for those imprisoned in penal institutions.
- RECOMMENDATION 95 - THAT training on-the-job and sheltered workshop programming be utilized and expanded in educational programming for the disadvantaged.
- RECOMMENDATION 96 - THAT placement and employment development services be provided through the Career Planning and Placement Branch of the Department of Manpower and Labour as a component part of all training and retraining programs for the disadvantaged.
- RECOMMENDATION 97 - THAT labour legislation, through the Labour Division of the Department of Manpower and Labour, be modified to eliminate those practices and abuses by which individuals in disadvantaged groups may encounter difficulty in gaining employment in Alberta.
- RECOMMENDATION 98 - THAT the Provincial Government take leadership in employment practices by which educationally disadvantaged individuals can become more readily integrated into the work force.
- RECOMMENDATION 99 - THAT more total provincial integration and support be directed toward language training and cultural orientation programs for immigrants to Alberta.
- RECOMMENDATION 100 - THAT high-standard day care child development centres be established at all adult educational institutions to allow mothers to attend educational courses either on a part or full-time basis.
- RECOMMENDATION 101 - THAT individuals receiving a Social Development allowance from the Government of Alberta, and classified within that jurisdiction as "unemployables", be admitted without fee into those educational courses within public jurisdiction for which the minimum number of fee-paying students, required for a break-even of operational costs, has been reached.

CHAPTER VIII: FINANCIAL ASSISTANCE IN MANPOWER DEVELOPMENT

- RECOMMENDATION 102 - THAT a Student Finance Branch be established, integrating present student assistance activities of the Students' Finance Board and the Vocational Education Division, within Advanced Education, to co-ordinate all provincial programs of student assistance.

- RECOMMENDATION 103 - THAT eligibility for loans and allowances be established through the Student Finance Branch rather than as now through the Division of Vocational Education and the Students' Finance Board. This new Branch would co-ordinate all assistance programs, both of a loan and an allowance nature within one department.
- RECOMMENDATION 104 - THAT administration of individual student finance loans and allowances be conducted at the specific educational jurisdiction (college, university, school board, vocational centre, technical institute) with the Student Finance Branch allocating lump sum appropriations to each institution for student assistance and assisting through general establishment of regulations and guidelines for administration.
- RECOMMENDATION 105 - THAT grants or loan remissions not be utilized as a form of student assistance but be replaced by a system of loans and allowances. Loans should be made readily available to all students, and allowances only on a selective need basis similar to the procedures now utilized under the Division of Vocational Education.
- RECOMMENDATION 106 - THAT the present limits of eligibility for allowances, set for programs of less than one year's duration beyond basic upgrading, be extended beyond this time limit to reflect more emphasis on individual needs and program choices.
- RECOMMENDATION 107 - THAT only individuals with dependents be eligible for allowances.
- RECOMMENDATION 108 - THAT parental income not be utilized as criteria for the determination of loans or allowances for those applicants over the age of 18 years.
- RECOMMENDATION 109 - THAT the present practice of selectively utilizing training allowances to encourage training and employment in certain occupational areas be discontinued and replaced by more emphasis on the eligibility of the student rather than his educational choice.
- RECOMMENDATION 110 - THAT repayment of loans be established through agreement with the Federal Government through an income tax levy. The details would be similar to those now established for student loans, i.e. an individual, after completing a course of studies, would then be required to begin repayment of his loan, but, instead of directly through the Students' Finance Branch, this would be done as a surcharge on income tax.

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- RECOMMENDATION 116 - THAT a separate schedule of fees be established at the senior high school and post-secondary educational levels for those students repeating a course more than once and designed to cover a larger proportion of instructional costs than in the case of regular student tuition.

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B. Submissions and Correspondence

The following individuals and groups presented submissions, correspondence and suggestions which assisted the Task Force in its deliberations.

Mr. L. Albrecht, President, The Marvel Hairdressing Schools Ltd.,
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Mr. W. M. Bayda, Supervisor, Agricultural Manpower Programs, Program
Development Division, Municipal Relations Branch, Alberta
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Mr. T. Beck, Calgary.

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Mr. J. E. Birdsall, Principal, Olds College, Olds.

Mr. M. Boldt, Co-ordinator, Continuing Education, Faculty of Arts and
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Mr. R. Brewer, Calgary.

Mr. T. W. Broad, President, Civil Service Association, Edmonton.

Mr. Noel Butlin, Assistant Business Manager, Local Union 254,
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Mr. Jean Chancelet, Jousard.

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Mrs. Olga Crocker, Edmonton.

Mr. C. E. Dalik, Relations Manager, Mobil Oil Canada Ltd., Calgary.

Mrs. H. Davids, Lethbridge.

- Mr. Allan Des Champs, Director, Adult Education Division, Calgary School Board, Calgary.
- Mrs. Jean W. Edmonds, Director General, Prairie Region, Canada Department of Manpower and Immigration, Winnipeg, Manitoba.
- Mr. Ray Friesen, Director, International Real Estate Academy Ltd., Edmonton.
- Mr. M. J. Gallagher, Mr. J. F. D. Hott, Mr. D. W. Manuel, and Mr. M. W. Petruk, Department of Industrial and Vocational Education, Faculty of Education, University of Alberta, Edmonton.
- Mr. N. Goudriaan, President, International Brotherhood of Electrical Workers, Edmonton.
- Mrs. K. M. Grant, Calgary.
- Mr. J. G. Gray, Chevron Standard Limited, Calgary.
- Mr. Wilfred C. Hall, Brooks.
- Mr. R. W. Hahn, Acting Co-ordinator of Vocational Training Programs, Southern Area, Division of Vocational Education, Department of Education, Government of Alberta.
- Mr. T. E. Hale, Co-ordinator, Director of Community Services Division, Mount Royal College, Calgary.
- Mrs. Amy Hover, Calgary.
- Mr. P. S. Kilgour, Shell Canada Limited, Calgary.
- Mr. Gustav Kratzer, Valleyview.
- Mrs. Ellen Krempien, Student Counsellor, Mount Royal College, Calgary.
- Mr. R. Lalonde, Lethbridge.
- Mr. P. G. Laird, Secretary, Graduate Students Association, University of Calgary, Calgary.
- Dr. D. S. R. Leighton, Director, Banff School of Fine Arts, Banff.
- Mr. Bruce E. Letendre, Calgary.
- Mr. David L. Lockhart, Management Consultant, Mitchell, Shave and Associates Limited, Calgary.
- Mr. James A. MacMillan, Associate Director, Human Resources Research Council, Edmonton.

Mr. Glen C. Martin, General Manager, Golden Arrow Manufacturing Limited, Calgary.

The Metis Association of Alberta.

Mr. Sherburne G. McCurdy, President of Alberta College, Edmonton.

Mr. G. W. McIntosh, Employee Relations Supervisor, Industrial Relations & Staffing Section, Calgary Power Ltd. Calgary.

Mr. M. S. McLean, Dewberry.

Mr. Colin M. Mitchell, Calgary.

Mr. J. A. Nicolls, B.M. & F.S.T., International Association of Bridge, Structural and Ornamental Iron Workers, Local Union 725, Calgary.

Mrs. Dorothy Overacker, Athabasca.

Mr. Merv. M. Pateman, Business Manager, Amalgamated Meat Cutters & Butcher Workmen of North America, Local 373, Calgary.

Mr. J. D. Porter, Executive Vice-President & General Manager, CAODC, Calgary.

Mr. D. W. Price, Student Counsellor, Northern Alberta Institute of Technology, Edmonton.

Mr. C. J. Reeves, President; Mr. G. N. Orr, Secretary-Treasurer; and Mr. A. Fanthom, Past Director, The Alberta Chapter of The Association of Canadian Commercial Colleges of Canada, Calgary.

Mr. Ronald Reid, Calgary.

Mr. K. V. Robin, Director of Continuing Education, Lethbridge Community College, Lethbridge.

Mr. E. W. Robinson and Mr. R. H. Leong, Department of Continuing Education, Grant MacEwan Community College, Edmonton.

Mrs. June Ruck, Calgary.

Mr. William Schewtzler, Calgary.

Mr. Gerald Schuler, Director, Rural Education and Development Association, Edmonton.

Mr. E. M. Scott, District Personnel Officer, Colonel Belcher Hospital, Calgary.

Mr. W. M. Sharp, Instructor, Southern Alberta Institute of Technology, Calgary.

Mr. R. Smilanich, Director, Extension Services, Edmonton Public Schools, Edmonton.

Mr. Craig Spencer, Counsellor, Red Deer College, Red Deer.

Mr. F. Terentiuk, Director, Division of Continuing Education, University of Calgary.

Mr. J. Tewnton, Director of Continuing Education, Northern Alberta Institute of Technology, Edmonton.

Mr. K. E. Thompson, Secretary, Alberta Provincial Conference, Edmonton.

Mr. Wayde E. Tink, Pincher Creek.

Mr. Oswald M. Treutler, Canadian Restaurant Association, Banff.

Mr. Brian Tucker, Edmonton.

Mr. A. H. van der Lee, President & General Manager, NATCO Limited, Calgary.

Mr. C. B. Virtue, Provost, Mount Royal College, Calgary.

Mr. N. H. Whiston, Division Manager, Government Affairs Division, Edmonton Chamber of Commerce, Edmonton.

C. Committee Hearings

The following individuals and groups appeared before the Task Force at Committee Hearings.

Edmonton - September 8, 1972

Mr. N. H. Whiston, Division Manager, & also Mr. A. K. Aldridge, Mr. A. M. A. Heston, and Mr. A. McCagherty of the Government Affairs Division, Edmonton Chamber of Commerce.
 Mr. T. W. Broad, President, Civil Service Association of Alberta, Edmonton.
 Mr. E. W. Robinson, Director, Continuing Education, Grant MacEwan Community College, Edmonton.
 Mr. Leon Wendt, Extension Services, Edmonton Public Schools, Edmonton.
 Dr. Sherburne G. McCurdy, President, Alberta College, Edmonton.
 Mr. Ray Friesen, Director of Training and Education, International Real Estate Academy Ltd., Edmonton.
 Mr. Gerald Schuler, Director, Rural Education and Development Association, Edmonton.
 Mr. M. J. Gallagher, Mr. J. F. D. Hott, Mr. D. W. Manuel, Mr. M. W. Petruk, Department of Industrial and Vocational Education, Faculty of Education, University of Alberta, Edmonton.
 Mrs. Olga Crocker, Business Education Teacher, Victoria Composite High School, Edmonton.

Calgary - September 9, 1972

Mr. C. J. Reeves, President, and Mr. G. N. Orr, Secretary-Treasurer, Alberta Chapter of the Association of Canadian Commercial Colleges, Red Deer.
 Miss Ruth Cripps, Calgary.
 Mr. A. H. van der Lee, President and General Manager, NATCO Limited, Calgary.
 Mr. K. V. Robin, Director, Continuing Education, Lethbridge Community College, Lethbridge.
 Mr. Allan Des Champs, Director, Adult Education Division, Calgary School Board, Calgary.
 Mr. Colin M. Mitchell, Calgary.
 Mr. Bruce E. Letendre, Calgary.

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